REPORT RESUMES

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# VOCATIONAL SCHOOL BOND ISSUES IN IOWA.

BY- BEAL, GEORGE M. AND OTHERS

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FROM 1960 THROUGH 1964, 24 OF IOWA'S 209 SCHOOL DISTRICTS HELD SCHOOL BOND ISSUE ELECTIONS IN WHICH PART OF THE ISSUE WAS ASSIGNED FOR VOCATIONAL EDUCATION PURPOSES. INTERVIEWS WITH 20 OF THE 24 SUPERINTENDENTS YIELDED INFORMATION FOR A DESCRIPTIVE ANALYSIS OF (1) THE PERCEIVED IMPORTANCE OF THE VOCATIONAL EDUCATION PORTION OF THE TOTAL BOND ELECTION CAMPAIGN, (2) CHANGES IN VOCATIONAL EDUCATION OFFERINGS SINCE THE ELECTIONS, (3) CHARACTERISTICS OF THE COMMUNITIES AND SCHOOL DISTRICTS, AND (4) ATTITUDES TOWARD THE NEWER AREA VOCATIONAL SCHOOLS AUTHORIZED BY THE FEDERAL VOCATIONAL EDUCATION ACT OF 1963. THE HISTORICAL DEVELOPMENT OF VOCATIONAL TRAINING, BOTH NATIONALLY AND IN IOWA, IS REVIEWED. TABULATED INFORMATION INCLUDES FACILITIES FOR WHICH BOND ISSUE APPROVAL WAS REQUESTED, COMMUNITY PERCEPTION OF THE ROLE OF VOCATIONAL EDUCATION IN THE SCHOOL CURRICULUM, AND SUPERINTENDENT'S PERCEPTION OF VOTER CONCERN ABOUT VOCATIONAL EDUCATION COSTS AND VOTER KNOWLEDGE OF SPECIFIC VOCATIONAL EDUCATION PROGRAMS. SUPERINTENDENTS FELT COMMUNITY ATTITUDES TOWARD BOND ISSUE ELECTIONS WERE LARGELY UNAFFECTED BY INCLUSION OF VOCATIONAL EDUCATION NEEDS IN THE BOND PROPOSAL. (JK)

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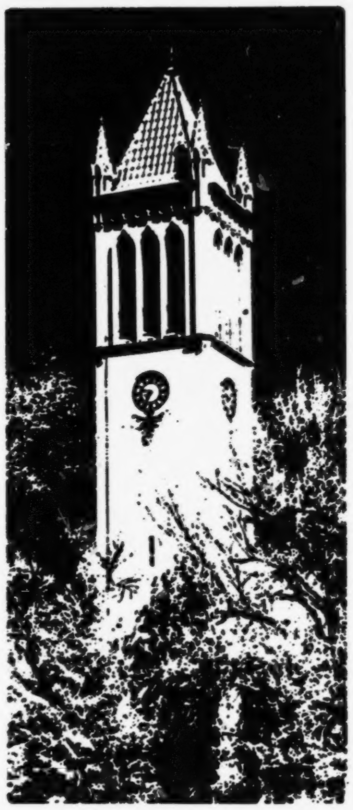

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Sharon J. Price

Sociological studies in Education. Department of Sociology and Anthropology
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## TABLE OF CONTENTS

Page

PREFACE . . . . . . . . . . . . . . . . . . . . . . . . . . . . . . i

Chapter 1. INTRODUCTION . . . . . . . . . . . . . . . . . . . . . . 1

Chapter 2. HISTORY AND TRENDS OF VOCATIONAL EDUCATION . . . . . . . 4

  Introduction . . . . . . . . . . . . . . . . . . . . . . . . . . 4

  Manpower Needs . . . . . . . . . . . . . . . . . . . . . . . . . 7

  Development of Vocational Education in Iowa . . . . . . . . . . . 9

  The School District as a Quasi-Corporation . . . . . . . . . . . 13

Chapter 3. METHODS AND PROCEDURES . . . . . . . . . . . . . . . . . 17

  Introduction . . . . . . . . . . . . . . . . . . . . . . . . . . 17

  Collection of the Data . . . . . . . . . . . . . . . . . . . . . 17

Chapter 4. THE FINDINGS . . . . . . . . . . . . . . . . . . . . . . 20

  Introduction . . . . . . . . . . . . . . . . . . . . . . . . . . 20

  Characteristics of Districts . . . . . . . . . . . . . . . . . . 23

  Voters and Their Schools . . . . . . . . . . . . . . . . . . . . 25

  Role Responsibilities of the High School - General . . . . . . . 26

  Percentage of Students Going on to College . . . . . . . . . . . 29

  School and Community Attitudes Toward Vocational Education . . . 31

  Public Knowledge About the Schools . . . . . . . . . . . . . . . 33

  Definition of Vocational Education . . . . . . . . . . . . . . . 36

  Drop-Out Rates in the Schools . . . . . . . . . . . . . . . . . . 37

  Vocational Education Relationship to Migration . . . . . . . . . 37

  Existing Vocational Education Programs . . . . . . . . . . . . . 39

    High school programs . . . . . . . . . . . . . . . . . . . . . 39

    Adult education programs . . . . . . . . . . . . . . . . . . . 39

  Vocational Education Related Bond Purposes . . . . . . . . . . . 41

      Requests for vocational education and new buildings . 43

      Requests for vocational education and building additions . . . . . . . . . . . . . . . . . . . . . 43

      Requests for remodeling and vocational education . . . 43

  Initiators of Need for Vocational Facilities . . . . . . . . . . 43

  Vocational Education Election History . . . . . . . . . . . . . 45

  Campaign Strategy . . . . . . . . . . . . . . . . . . . . . . . . 46

    Informing the public . . . . . . . . . . . . . . . . . . . . . 46

TABLE OF CONTENTS (Continued)

Page

Participation in the Bond Campaign . . . . . . . . . . . . . . . . . 50

Group involvement . . . . . . . . . . . . . . . . . . . . . . 50

Individual involvement . . . . . . . . . . . . . . . . . . . 50

Election Outcome . . . . . . . . . . . . . . . . . . . . . . . . 53

Voter turnout . . . . . . . . . . . . . . . . . . . . . . . . 54

Perceived reasons for bond election outcome . . . . . . . . . 56

Opposition to bond issue . . . . . . . . . . . . . . . . . . 58

Role of vocational education portion of bond issue on total issue by passage-failure . . . . . . . . . . . . . . . . . 60

Effects of Bond Issues on Vocational Education Programs . . . . 62

Chapter 5. THE AREA VOCATIONAL SCHOOLS . . . . . . . . . . . . . . . . . 64

Chapter 6. SUMMARY . . . . . . . . . . . . . . . . . . . . . . . . . 67

## PREFACE

This report is one of a series based on research sponsored cooperatively by the Department of Health, Education and Welfare and Iowa State University. These reports focus on the sociological aspects of the community processes and relationships between the school and the community. Both the school and the community are considered to be interacting social systems operating within a social action framework.

The current emphasis on vocational education led to questions about what effect vocational education requests had on bond elections. Little was known about vocational bond election requests, therefore the initial research efforts sought to identify the number and location of Iowa districts involved in this type of issue. Hence this report can be termed exploratory and descriptive rather than either hypothesis testing or definitive in nature.

The data were collected to establish "benchmarks" of the number of elections held that included requests for vocational educational facilities. Further, these data were analyzed to see if variables could be found that would predict success or failure of bond issues. It was hoped that this type of analysis could contribute to future studies of school bond elections.

The Department of Sociology and Anthropology will continue to analyze school bond elections, particularly those including requests for vocationally related purposes. The findings from this continuing analysis will be presented in reports which will be forthcoming.

The contribution of Dr. Edwin L. Barbour, who had major responsibility for designing the original field instrument and data collection (N = 195), is acknowledged. The authors also wish to express their appreciation to the superintendents who provided the data related to their district bond elections and to Dorothy Bashor and Jane Vanderwilt who assisted in coding, typing and preparation of the tables.

## Chapter 1

## INTRODUCTION

The youth of today are faced with the decision to make an occupational choice to earn their livelihood in an increasingly complex society. While the American ideal is that all should have an equal opportunity to receive formal education, the fact remains that the majority of the youth will not receive formal educational training beyond high school. The history of public education in the United States contains examples of public laws and schools designed to provide vocational training to the nation's youth. Some of the legislation providing funds for vocational education is presented in detail in the next chapter. The point to be made here is that there has been a long continuing emphasis on vocational education in this country. Further, this interest has been ever changing and has recently increased to meet the needs of the labor force. This emphasis has been noted principally in the public schools.

The need for public vocational education has recently been reemphasized. Modern technology and increasing industrial development have not only required special training for students, but also have required an increase in the base of educational attainment for the total population. Many occupational opportunities at the lower end of the occupational scale require more education than the same relative positions required earlier in this century. Hence, the large number of young people entering the labor force must attain as much education as possible to compete more favorably in the manpower pool. Recent legislation has provided an opportunity for many youth to explore different vocations through the school's vocational education programs. The new legislation has not only increased emphasis on vocational training, it has also broadened the base to include vocational areas that have not traditionally been included in vocational funding by the federal government. These changes in emphasis and inclusion are examined in the next chapter.

Despite the recent attention focused on vocational education by legislation, the local school district usually has to obtain money at the local level to match available federal funds. In other cases, the local district must provide adequate building and plant facilities to obtain federal support in obtaining machines, tools and other training aids for vocational education courses. The accepted method of obtaining funds at the local level is through school bond issues for bonded indebtedness at the school district level. In Iowa these issues must receive 60 percent favorable vote of the district electorate votes cast.

Studies of school bond issues throughout the nation do not provide sufficient information to generalize to school district elections. Many studies are impressionistic and descriptive, usually focusing on a single school bond election. Further, the percentage favorable vote required for issue passage ranges from a simple majority (50.1%) in some states to a two-thirds majority in other states. This lack of data at the national level was accompanied by a similar lack of data for Iowa districts. No data were available on: the number of school bond elections held in Iowa; what facilities were sought in the elections; or whether vocational education funds were sought. The first phase of the study centered on all school bond elections held in Iowa between January 1, 1960, and December 31, 1964. During this 5 year period, 209 districts had held 364 elections on 241 different proposals. A total of 195, or 93 percent, of the 209 school district superintendents responded to a mailed questionnaire. The analysis centers on the last reported election in each of these districts, hence the first phase report is of 195 elections. These data are reported in Iowa School Bond Issues Data Book, Rural Sociology Report #58, Iowa State University, Ames, Iowa, 1966.

The first phase of the study (195 districts) disclosed that 24 of the districts had sought a portion of their funds for vocational education purposes. These requests ranged from less than 10 percent to more than 70 percent of the total school bond issues. No district sought funds for vocational education purposes only.

The 24 districts provide the data base for this report. This follow-up was an intensive study of the bond issues dealing with the vocational education portion of their elections. The information obtained allowed a closer analysis of:

1) the perceived importance of the vocational-education portion of the total bond election campaign,
2) whether changes had occurred in vocational education offerings since the school bond elections,

3) additional information on the characteristics of the communities and school districts (demographic, economic, drop-outs, migration, etc.), and
4) the knowledge level and attitudes toward the recently organized "area vocational schools."

The remainder of this report is organized as follows:

Chapter 1. Introduction
Chapter 2. History of Vocational Education
Chapter 3. Methods and Procedures
Chapter 4. The Findings
Chapter 5. The Area Vocational Schools
Chapter 6. Summary and Conclusions

## Chapter 2

## HISTORY AND TRENDS OF VOCATIONAL EDUCATION

### Introduction

Vocational education could be said to be as old as man. Various sources of information give evidence about the evolution of vocational training. Emphasis in this report will be placed on the more recent developments in vocational education in the nation. However to place recent developments in context, it will be necessary to take a cursory glance at earlier developments in customs and laws relating to vocational education.

In early America, parents often maintained the responsibility for vocational training and the formal training their children received. Another fundamental educational institution in colonial America was the apprentice system. In addition, involuntary apprenticeship was enforced on orphans and children who could not afford to pay for an education in order that they could eventually become self-supporting. These home-centered types of vocational education were more applicable to a society whose institutions were based on permanency.

Our nation has emerged into a highly mobile industrialized society. Today the Dictionary of Occupations lists more than 28,000 different occupations in this country. This change in occupational needs brought about a change in educational requirements. As a result of increasing industrial technology, vocational training required more than observation, imitation, and initiative. It first required practical vocational training, and eventually formal vocational education. With these changes, the potential workers needed not only more training, but new training and from a different source.

Today, parents as "stockholders" in the public school corporation, have delegated many of the responsibilities of vocational training to this institution. Vocational education in the present society has become an accepted and essential part of the total educational system. This transfer of responsibility from the home to the formal educational system was brought about by a recent series of federally sponsored acts. This legislation can be traced back to the Morrill Act of 1861, but only those enacted in this century have been included.

The history of the vocational education acts shows a definite trend in the expansion of the number and areas of occupational fields which receive aid. The Smith-Hughes Act (1917) provided training in the field of agriculture, home economics, and trades and industries. The George-Dean Act (1931) added the field of distributive education. The Health Amendment Act of 1956 authorized aid for the training of practical nurses, and in 1958, the National Defense Education Act provided for increased scientific training.

In 1961, President Kennedy appointed the Panel of Consultants on Vocational Education. This panel reported its findings in _Education for a Changing World of Work_[1] and recommended that a new Federal program of vocational education be directed toward: high school youth; high school age youth with academic, socio-economic, or other handicaps; post-high school opportunities; the unemployed or under-employed; and services to assure quality.

Following the recommendations of this panel, Congress passed the Vocational Education Act of 1963 (Morse-Perkins Bill). This legislation is viewed by many authors as the most important event in the recent legislative history of vocational education. The overall purpose of the Vocational Education Act of 1963 was to bring vocational education into closer harmony with labor market realities. This is to be achieved by providing high quality vocational education to all ages in all communities. Major responsibility for occupational training is placed on the public or area school system.

The Vocational Education Act of 1963 amended the Smith-Hughes and George-Barden Acts plus proposing a new program which supplemented these earlier bills. Under the new legislation, funds may be transferred from any of the prescribed categories of the Smith-Hughes and George-Barden Acts to any other occupational programs, depending on the state's labor market needs. Old definitions of categories were also broadened. For example, vocational agriculture will include training in agriculture-related occupations including food processing, irrigation, marketing and farm equipment repair.[2] Funds may be directed to development of home economics programs for pre-employment opportunities in home-related service, such as child care, food service, and interior decoration. Pre-employment distributive education programs may be set up on a full-time basis instead of the required fifteen hours a week of on-the-job training, which was initiated by Federal legislation in 1963; and trades and industry funds may be used to conduct classes for skilled or semi-skilled occupations as far larger sums of money will be channeled into this area; the practical nursing bill of 1958 may be made permanent; and training for office occupations is eligible for support. The new funds,

> May be expended for any program designed to fit individuals for gainful employment; this embraces all occupations, from the semi-skilled to the highly technical . . . the new legislation does not allocate funds for specified occupations, age groups or institutions . . .[3]

Hence, programs will now be supported for persons in high school, those out of school and available for full-time study, those unemployed or underemployed, and those with academic or socio-economic handicaps that prevent them from succeeding in regular vocational education programs. Also included in this new legislation is authorization for an experimental four-year program for residential vocational education schools and student-work programs.

Until recently office occupation educational programs (commerce courses), even though offered more extensively than any other area of vocational education, have not been reimbursed under federal vocational legislation.

The act of 1963 provided opportunity for the expansion of the area school movement. It is this portion of the 1963 act that is of particular interest for this study. Through 1968 a state must spend at least one-third of its federal allotment on area schools for out-of-school youth and adults. The standards for construction of area vocational schools have been delegated to the states. This provides the opportunity to develop area vocational schools with federally supported aid. The state must make the decision about the type of vocational schools to establish. The "area vocational educational schools: include at least four categories of institutions.[4]

1. A specialized high school used exclusively or principally to provide vocational education to persons who are available for full-time study in preparation for entering the labor market.
2. The department of a high school used exclusively or principally for providing vocational education in no less than five different occupational fields to persons who are available for full-time study prior to entering the labor market.

3. A technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for full-time study in preparation for entering the labor market.
4. The department or division of a junior college, community college, or university, which provides vocational education in no less than five different occupational fields, under the supervision of the state board, leading to immediate employment but not leading to a baccalaureate degree."

## Manpower Needs

Both economic and population trends are important factors when considering the needs of the educational system. In this section a view of population growth, mobility, and manpower trends as they relate to these needs will be presented.

During the decade 1960 to 1970, the population of the United States is expected to increase by 28 million, or 15 percent. This overall increase was differentially dispersed over the population during the first half of this decade. The 18 year olds increased 40 percent. During this decade (1960-1970) the labor force is expected to increase by 13.5 million or 20 percent.[5]

The changing manpower needs and expanding labor force requires a significant expansion of vocational education programs in this country. The manpower needs for the coming generation will require different skills than a generation ago.

Within the relevant trends, the following data are significant: By the late 1960's the United States labor force will be 20 percent greater than in the 1950's, including a higher percentage of persons in the age group 18 - 25 than ever before in the history of this country.[6] During the decade 1950 to 1960 the number of this age group entering the labor force remained relatively stable resulting in only a four percent increase during these ten years. However, between 1960 and 1970 their number is expected to increase by 6.4 million (from 13.8 to 20.2 million) or 46 percent, accounting for almost one-half of the total labor force growth during this decade. There are 50,000 young people in this age group entering the labor force each week and 26,000,000 are expected to seek entry into the labor market in the 1960 - 1970 decade. This is a larger number to educate and absorb in the labor force than in any previous ten-year period.[7] Of this 26,000,000 young workers, there will probably be 19.5 million with less than a college education and 6.5 million with college educations. Of the 19.5 million who will probably not enter college, 12 million will graduate from high school while the remaining 7.5 million will not complete high school.[8]

In 1962 there were 13.5 million students in the nation's high schools. About 13 percent (1.8 million) were enrolled in vocational courses, of which one million were girls enrolled in "non-job-training" homemaking classes. Therefore, 830,000 students or six percent of the total high school population were receiving vocational training in occupations into which many will probably enter at some period in their lifetime.[9]

Norman C. Harris, Professor of Technical Education at the University of Michigan, as a result of studies conducted to show the trends taking place in the major occupational groups, estimates the composition of the labor force in the United States in 1975 will be as follows:[10]

Table 1. Distribution of the labor force in various major occupational groups[a] (United States, 1940-1975)

| Major occupational group | Percents | |
|---|---|---|
| | 1940 | 1975 |
| Professional, technical, and kindred workers | 8.0 | 14.2 |
| Managers, officials, and proprietors, except farm | 8.1 | 9.6 |
| Clerical and sales workers | 16.7 | 22.9 |
| Skilled and semi-skilled workers | 29.7 | 29.3 |
| Farmers, farm managers, foremen, and laborers | 18.5 | 4.6 |
| Service workers | 11.9 | 14.4 |
| Unskilled workers, except farm and mine | 7.0 | 4.4 |

NOTE: Because of rounding, column sums do not total 100%

[a] Data from publications of the U.S. Department of Labor, Bureau of Labor Statistics.

The increasing mobility of the general population and the labor force also has an effect on the needs and focus of education. Approximately one-fifth of the people in the United States change residence each year. This spatial mobility is accompanied by occupational mobility. In a recent year more than eight million workers changed jobs, constituting over 11.5 million job changes; two-thirds were to a completely different industry, and one-half to a different occupational category.[11,12]

This magnitude of geographic and occupational mobility places an increased burden on the vocational counseling services of the educational system. Under the present educational philosophy, the educational system cannot be considered complete without providing adequate training for expected vocations. Education is expected to aid the individual in wisely choosing the occupation in which he or she can serve most efficiently and happily.

The community provides schools to serve a very definite social purpose. If the school devotes its curriculum to the preparation of the 40 percent who will start college (including the 20 percent who will finish college) while ignoring the demand for vocationally trained skilled workers, it may fall short of serving the needs of the community.

## Development of Vocational Education in Iowa

Previous discussion considered development of vocational education legislation at the national level. Each of these acts has implications for the individual states; however, the states often enact legislation to take advantage of the changes in federal legislation. Recent Iowa legislation relating to vocational education will now be examined.

In 1959, the Fifty-eighth General Assembly authorized a study of the resources and needs for higher education in Iowa. As a result of this study, Dr. Raymond G. Gibson, professor of Higher Education at Indiana University and director of this study, recommended that,

> . . . the State Legislature authorize the establishment of regional community colleges as the best means of relating education beyond high school to the manpower problem in Iowa.[13]

In 1961, the Fifty-ninth General Assembly directed the Department of Public Instruction to prepare a state-wide plan for the development of public area community colleges. This plan was to "include all areas of the state, taking into consideration the program now offered by the existing junior colleges of the state."[14]

An additional purpose of the study stated:

> . . . as a part of such study, the Department of Public Instruction shall study the availability of vocational and technical education in Iowa high schools, and from this study to recommend to the General Assembly and local school authorities ways and means to provide the necessary vocational and technical training for Iowa youth and adults at this level of education, such study to be concerned primarily with the availability and plans for vocational and technical education in the fields of trades and industries and businesses both at the high school and the adult education level.[15]

Included in the recommendations of this study were two new concepts in the legal framework for the state of Iowa: the recommendation that area education districts be established to provide services to local school districts more economically and efficiently than the county school systems; and the idea of a state-wide system of community colleges which would make available both vocational and technical training to all people of the state. This partitioning was proposed as a division of the State of Iowa into sixteen distinct area education districts.[16]

As a result of the National Vocational Act of 1963, and of the education studies, on July 3, 1965, the Sixty-first General Assembly of the State of Iowa passed an act for the purpose of providing for the establishment and operation of area vocational schools and area community colleges. This act restricted the number to not more than 20 areas which would include the entire state. As of July, 1966, fourteen merged areas had been recommended to the State Advisory Committee of Community and Junior Colleges and approved by the State Board of Public Instruction for the operation of area community colleges and/or area vocational schools. Of these 14 areas, six were approved as area vocational schools, and eight as area community colleges, offering both vocational curricula and the first two years of college. Eleven counties in the state have not been included in these merged areas; however, these counties are involved in the process of planning and developing a proposal.

Howe, in referring to areas receiving approval wrote:

> Certain specified information was required in all proposed plans for merged areas submitted to the State Board. Briefly, each

> proposal included a description of the geographic limits, projections of population data and school enrollments, educational offerings and needs, assessed valuation, proposed curricula, an outline of director district of approximately equal population, and most important, an evaluation of local interest. Each elected director represents a district on the board of directors. Plans to integrate existing vocational schools, community colleges, or public senior colleges had to be agreed upon and clearly stated, if compensation were involved...... A restrictive clause indicated that no area with less than 4,000 students in the high schools would be eligible for consideration as a merged area.[17]

As of April, 1966, eleven area schools had been approved by the State Board of Public Instruction and ratified by county boards of education.[18] *

Once a group of counties has been designated a merged area, the superintendent of the county in which the physical plant of the area school will be located is to conduct a special election to choose the initial governing board of the merged area. This governing board will function as a body politic of a school corporation for the purpose of exercising the powers granted, including in its major duties the hiring of a qualified superintendent. The superintendent will, in turn, develop the educational program, locate the key members of the staff and formulate long-range plans including planning the total offerings, hiring additional staff, working with local business and industry, and preparing the annual budget.

The Area Vocational Schools and Community Colleges are being established to offer the residents of Iowa:

1. The first two years of college work including pre-professional education.
2. Vocational and technical training.
3. Programs for in-service training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for all students of high-school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private.
6. Student personnel services.
7. Community services.

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*As of January 1, 1967, 15 districts had been approved and some of the types of approval had been changed. Eleven districts had been approved as community colleges and four had received approval as vocational school districts. The major portion of seven counties in two areas of the state had not received approval at this time.

8. Vocational education for persons who have academic, socio-economic, or other handicaps which prevent succeeding in regular vocational education programs.
9. Training, retraining, and all necessary preparation for productive employment of all citizens.[19]

The primary goal of the area vocational schools and community colleges is to meet the needs of individuals in their own communities. These schools are not set up solely to provide job entry skills for high school students, but also to provide similar opportunities for those who have completed or discontinued their formal education and are preparing for the labor market.

As a result of national and state legislation there have been some post-high school and high school level vocational and technical programs in existence in Iowa for several years. The following table represents the high school and post-high school enrollments by subject-area which were in existence during the 1964-65 school year in Iowa.

Table 2. High school and post-high school enrollments by service in vocational and technical programs in Iowa 1964-1965[20]

| Service | High school | | Post-high school | |
|---|---|---|---|---|
| | Number schools | Number enrolled[a] | Number schools | Number enrolled[b] |
| Agricultural Education | 248 | 10,500 | 280 | 16,275 |
| Distributive Education | 30 | 696 | 26 | 1,917 |
| Health Occupations Education | 0 | 0 | 13 | 480 |
| Home Economics Education | 275 | 18,102 | 85 | 6,302 |
| Office Education | 13 | 165 | 3 | 113 |
| Trade and Industrial Education | 29 | 2,440 | 29 | 13,536 |
| MDTA | 0 | 0 | 13 | 836 |
| | | | Single referrals | 58 |
| Total | | 31,903 | | 39,517 |

[a] Preparatory vocational and technical students

[b] Preparatory and supplemental vocational and technical students

## The School District As a Quasi-Corporation

Since the beginning of formal educational systems, there has been the challenge of providing adequate school facilities. However, this problem was not a paramount issue in education until after World War II. The depression years, accompanied by a lack of funds, and the war years, with the shortage of building materials, resulted in a lag in the construction of needed facilities. However, following World War II, the population increase, returning servicemen and increased emphasis on education brought a great influx of individuals attending school at all levels. This has resulted in a concern for more and better educational facilities. This need has, in turn, become an issue in the educational world.

Today public schools and accompanying facilities are built and supported by public funds. A district may receive funds of varying amounts from the local, state, and federal governments. It is the responsibility of the board of education to supervise the expenditure of these funds.

A school district is described as a quasi-corporation, and as such is an agent of the state. The rights and regulations governing the election of school boards are provided by the state to insure the carrying out of educational policies at the community level. The members of the school board possess no inherent power, nor are any powers conferred upon them by the local community. Whatever authority a school board may possess has been delegated to it by the state.[21]

Among the powers assigned to the school board is the responsibility of seeking funds for large capital outlays in the district. The manner in which funds are sought is usually through an election on a school bond issue. Often local funds are needed to augment or take advantage of federally sponsored programs which require matching funds at the local level. This is not always the case and some district elections are for local funds alone.

The school bond elections are the basis of this report. More specifically, school bond elections requesting funds for vocational educational purposes is the focus of attention.

There are essentially two kinds of school bonds: general and specific. General funds are those sources of money which may be used for any non-prohibited school purpose, while special funds are those authorized or allocated for a specific purpose. Money which is raised by the passage of bond issues is almost always for a specific purpose; therefore, it is categorized in special funds.

Today, as in past years, the accepted method by which a school district can obtain funds for large capital outlays is to hold a school bond election.[22] This method was authorized in 1919. School bond elections may be held:

> For the purpose of borrowing money necessary to erect, complete, equip or furnish or improve a school house or to purchase sites therefore, the board of directors of any school corporation, when they have been heretofore or when they may hereafter be authorized by the voters at the annual meeting or at a special meeting called for that purpose, may issue the negotiable interest bearing bonds of said corporation, said bonds to be known as school house bonds.[23]

In the process of holding a school bond election, issue bonds are proposed for the purpose of construction of and/or remodeling of present school facilities and are submitted to the school district. Sixty percent of the vote cast must be affirmative to pass a bond issue in Iowa.

## FOOTNOTES

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2. Venn, Grant. *Man, Education and Work - Past Secondary Vocational and Technical Education*. American Council on Education, Washington, D.C. 1964.

3. *Ibid*. p. 125.

4. Taylor, L. O., McMahill, Don R., and Taylor, Bob L. *The American Secondary School*. Appleton-Century Crofts, Inc., New York. 1960.

5. Venn, *op*. *cit*., p. 129.

6. *A Proposal for Vocational Education*. (E. Robert Stephens Coordinator) July 1965. County Superintendent of Schools, Linn County Courthouse, Cedar Rapids, Iowa. p. 2.

7. Venn, *op*. *cit*.

8. Pragan, Otto. "Labor's Stake in Vocational Education" *American Vocational Journal* 40. March 1965.

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11. Landis, Paul. *Making the Most of Marriage*. Appleton-Century Crofts, New York. 1965.

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13. Gibson, Raymond C. *Resources and Needs for Higher Education in Iowa, 1960-1970: A Summary Report*. (State House, Des Moines, Iowa Legislative Bureau, undated.) p. 41.

14. *Education Beyond High School Age - The Community College*. Department of Public Instruction, State of Iowa. 1962. p. 2.

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16. A Proposal for Vocational Education, *op*. *cit*.

17. Howe, Trevor G. "Area Vocational Schools and Area Community Colleges." *Midland Schools* 80: 5. May - June 1966. p. 20.

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19. *Ibid*. p. 23.

20. _Ibid_. p. 23.

21. Garber, Lee O. and Edwards, Newton. _The Law Governing School Board Members at School Board Meetings_. The Interstate Printers and Publishers, Danville, Illinois. 1963. p. 4.

22. Beal, George M., Lagomarcino, Virgil, and Hartman, John. _Iowa School Bond Issues Data Book_. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. 1966.

23. Educational Finance Inquiry Commission. _The Financing of Education in Iowa_. American Council on Education. The MacMillan Company, New York, New York. 1925. p. 111.

# Chapter 3

# METHODS AND PROCEDURES

## Introduction

Since no information was available on the scope and purposes for which school bond elections were held in Iowa, a two phase research design was developed. The first phase was based on an examination of all school districts engaging in school bond issues between January 1, 1960, and December 31, 1964. This study was designed to describe the universe of school bond elections in Iowa and to see if variables could be isolated and related to election outcome. School bond elections for all purposes were examined in this first phase. This phase disclosed that 209 districts had held school bond elections during the specified 5 year period of study. A total of 195 district superintendents responded to the survey for a 93 percent response rate. Twenty-four of the 195 districts had sought funds for vocational education purposes. Only 20 of the 24 superintendents could be located for this follow-up intensive interview. The data presented in this report represent the attitudes and perceptions of these 20 high school superintendents who had recently been involved in school bond elections for vocational education purposes. None of the elections were for vocational education purposes alone. The percentage that the vocational education portion was of the total bond issue value ranged from a low of less than 10 percent to a high of more than 70 percent. The total number of districts (195) examined in the overall study provide comparative data to see if elections held for vocational funds were significantly different from districts seeking to pass a school bond issue for any other purpose.

Some of the data are perceptions of the superintendents. These perceptions and second order cognitions of attributed community attitudes have not been compared with other observers or participants in these school bond elections.

## Collection of the Data

The vocational educational elections were held during the 5 year period, January 1960 - December 1964. Originally these superintendents responded to a survey of all school bond elections attempted during this time period. Those who reported funds were sought for any vocational education purpose were contacted for reinterview on the vocational portion of their elections. The reinterviews were taken during July and August 1966. Twenty of the 24 superintendents were located and responded to an intensive interview from which data were selected for this report.

A questionnaire was developed to provide data to more precisely analyze the vocational-education portion of the bond election. Specific sections of the questionnaire were designed to supply information about the following areas:

1) additional district characteristics (industry, proximity to an urban center, parochial schools present, etc.),
2) demographic information about the community (size, percentages of students migrating, going on to college, dropout ratios, etc.),
3) community attitudes toward education in general and to their school in specific,
4) characteristics of the vocational-education program of the district, and
5) superintendent attitudes toward the development of area vocational schools.

The information obtained allowed a closer analysis of:

1) the perceived importance of the vocational-education portion of the total bond election campaign,
2) whether changes had occurred in vocational education offerings since the school bond election, and
3) the knowledge levels and attitudes toward the recently organized "area vocational schools."

Since the sample was small (24 possible respondents) and approximates a universe, no attempt was made to statistically analyze the results. Hence, the findings of the vocational school bond-issue portion of the project are principally descriptive. In addition, comments have been made comparing the 20 districts in this phase of the project to the 195 districts examined in the earlier phase. Any comment suggesting significant differences stems from statistics computed for the 195 districts using the 24 districts as a dichotomy (those including vocational purposes v.s. all other purposes.) No statistics were computed on the 20 cases for two reasons:

1) this few cases can produce spurious correlations, and 2) much of the data collected in an exploratory investigation are not amenable to statistical analysis.

## Chapter 4

# THE FINDINGS

### Introduction

Information presented in Chapter 2 traced the development of vocational training in the United States. This cursory overview of early patterns of home and apprenticeship training culminated in the Federal Acts which transferred responsibility from the home to the public school system. The statutes that authorized implementation of the acts in Iowa were also reviewed. All this discussion was intended to set the framework for the following presentation. Vocational education has been offered in Iowa schools for a long period of time; however, recent emphasis has been placed on vocational training for the non-college bound, high school dropouts, and adults who need retraining or additional vocational training to upgrade their skills and their position in the labor force.

The findings presented in this chapter are based on the intensive interviews with 20 superintendents whose districts had sought funds for vocationally related purposes. The tables presented show the distribution of each variable for the 15 successful districts, 5 unsuccessful districts and the total 20 districts. When the results of these 20 interviews are presented, no statistics have been presented. However, the discussion in the introduction of the report pointed out that 195 districts provided information on the scope and magnitude of elections seeking funds for all educational purposes. The data from the 195 districts were examined using the 24 districts seeking vocational funds as a control (dichotomous variable, _i.e._, requesting vocational funds - not requesting vocational funds). In some cases, statistics are presented from those computed in the first phase of the study. For example, the correlations for vocational education election issues were computed and checked against the correlation matrices for all other districts.

The data presented in this section were collected during June and July of 1966. This allows an opportunity to see if attitudes and actions have been affected since the Vocational Education Act of 1963. The data in this chapter are presented in the following order:

Introduction
Characteristics of Districts
Voters and Their Schools
Role and Responsibility of School - General
Percentage of Students Going on to College
School and Community Attitudes Toward Vocational Education
Public Knowledge About the Schools
Definition of Vocational Education
Drop-Out Rates in the Schools
Vocational Education Relationship to Migration
Existing Vocational Education Programs
Vocational Education Related Bond Purposes
Vocational Education Election History
Campaign Strategy
Participation in the Bond Campaign
Election Outcome
Perceived Reasons for Election Outcome
Role of Vocational Portion of Bond Issue on Total Issue by Outcome
Effects of Bond Issue on Vocational Education Programs

The outcome of these school bond elections is the ultimate concern of this report. However, the findings are presented along a temporal sequence moving from the characteristics and attitudes of the districts and superintendents to the actual election. Then perceived reasons for and attitudes toward the importance of the vocational education portion of the election are presented.

The reader may recall that the issues examined in this report sought funds for vocationally related purposes. None of the elections were for vocational education purposes alone. Hence, the correct description of these issues would be "school bond elections in which vocational education funds were sought." This unwieldy phrase has been shortened to vocational education elections for brevity with a cautionary note to the reader that the vocational funds were only a part of the total election.

The proportion of the total request ranged from less than 10 percent to more than 70 percent of the total request. The combinations of facilities requested are shown in Table 3. The number of specific fund requests ranged from 2 to requests for 7 specific needs. More detail on the combination of requests is given later in this chapter.

Table 3. Purposes for which school bond elections were held

| Purposes | School number<br>1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| High school building | | | X | X | | | | | | X | | | | | | | | X | | X |
| High school classroom addition | X | X | | | | | | X | | | | | X | | X | X | | | X | X |
| Junior high building | | | X | | | | | | | | | | | | | | | | | |
| Junior high classroom addition | | | | X | | X | | | | | | | | | | | | | | |
| Elementary building | | | | | | X | | | | | | | | | | | | | | |
| Elementary classroom addition | | | | | | X | | X | | | X | | | X | X | | | | | |
| Gymnasium | | | | | | | | | | | | | X | | | | | X | | X |
| Auditorium | | | | | | | | | | | | | | | | | | | | X |
| Gymnasium-auditorium | | | | X | X | | | | | | | | | | X | | | | | X |
| Cafetorium | | | | X | | | | X | | X | | | | | | | | X | | X |
| Vocational and technical facilities | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X |
| Junior or community college classroom additions | | | | | | | | | X | | | | | | | | | | | |
| Remodeling of high school buildings | | X | | | X | X | | | | | | | | | | | | | | |
| Remodeling of junior high school buildings | | | | X | | | | | | | | | | | | | | | | |
| Music rooms | | | | | | | | | | | | X | | | | | | | | |
| Athletic field | | | | | | | | | | | | | | | X | | | | | |
| Bus garage | | | | | | | | | | | | | | | | | X | | | |

## Characteristics of Districts

The characteristics of school districts are important for two reasons. First the size, organization, trends in enrollment, percentage of the district attending private schools, etc. all have implications for the possibility of passing a school bond election. Whether a district can provide adequate facilities without additional funds is an important consideration for whether additional funds should be sought. The second consideration of presenting the characteristics of these districts was the possibility of generalization from the findings. In addition, individuals analyzing the tables in a report may be prone to compare the statistics presented herein with those in their own district. While the data are not presented for this purpose, the authors are aware of the probability of these comparisons. For these two reasons, the characteristics of the districts have been presented.

The 20 school districts included in this study ranged in size from one square mile to over 251 square miles. Only one of the school districts enrolled over 3500 students in K-12 grades and one district enrolled fewer than 500 students. Half of the districts enrolled between 501 and 1000 students in K-12 grades. (See Table 4.)

Table 4. School enrollment at time of election by pass, fail, and total

| School enrollment at time of election | Fail | Pass | Total |
|---|---|---|---|
| 0 - 500 | 0 | 2 | 2 |
| 501 - 1000 | 3 | 6 | 9 |
| 1001 - 1500 | 2 | 2 | 4 |
| 1501 - 2000 | 0 | 1 | 1 |
| 2001 - 2500 | 0 | 2 | 2 |
| 2501 - 3000 | 0 | 1 | 1 |
| 3001 + | 0 | 1 | 1 |
| Total | 5 | 15 | 20 |

There were no significant differences in the size of the districts requesting vocational funds and those requesting funds for all other purposes. The 171 districts not requesting vocational education funds did have a larger range in school enrollment, 3 percent of these districts enrolled 10,000 or more students. Conversely, only 1 of the 24* districts had over 3500 students.

The assessed valuation per student, the total millage level and total population of the school district were similar and disclosed no statistically significant differences between the 171 districts and the 24 seeking vocational education funds. In general, these 24 districts were similar to all bond election districts on these characteristics. The districts were dispersed across the state, they represent city and consolidated schools and various types of district organizations.

There was no evidence of significant changes in either district size or total enrollment in the time lapse between the date of the bond issue (1964 or earlier) and the date of this study (1966). One district was classified as an independent district, the remaining were classified as community districts. Twenty percent of the school districts showed a 10 percent increase in student numbers while 15 percent had decreased between 1 - 10 percent since the bond election. In general, the districts had maintained their size in terms of number of students between 1963 and the time of the survey (1966). Eighty percent of these vocational education election districts had under 2,000 enrollment. Eighty-one percent of the 195 districts were classified in the 2,000 or fewer students category. The districts seeking vocational education funds were quite similar to those seeking funds for all other purposes.

All superintendents in the 20 districts reported both secondary and elementary schools in their districts. There were no separate vocational schools reported; however, in one district there was a junior college, and in another district there was a four-year college. Fifty percent of the superintendents reported no parochial schools in their district. In 90 percent of the cases there had been no change in the number or types of schools since 1964 and in the remaining 10 percent a secondary parochial school had been added since the last bond election.

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*In some cases the reader will note an N of 24, rather than an N of 20, for districts seeking vocational funds as a part of their bond issue. This is due to including data collected in the first phase of the study where 24 such district superintendents provided information. However, in the second phase, the main data base for this report, only 20 superintendents provided data.

Most children in Iowa districts attend public schools. Eighty-five percent of the districts had less than 20 percent of the school age children in the district enrolled in parochial schools. In the remaining 15 percent, the superintendent reported between 31-40 percent of the school age children were enrolled in parochial schools. Again the characteristics of these 20 districts were very representative of the 195 districts examined earlier.

There was no significant difference in election outcomes when analyzed on the basis of the presence of a parochial school in the 195 districts.

## Voters and Their Schools

The available literature indicates that voter attitudes are related to participation or, in many cases, lack of participation in school functions. Almost all (18 of the 20) of the superintendents stated that the voters took pride in their community. All but one of the superintendents felt the voters took pride in their schools as well.

In 90 percent of the districts, the superintendents stated they felt the voters placed a high value on education. In general, these values were judged important enough to definitely affect voting patterns. In 55 percent of the cases, the superintendents disagreed with the statement that voters put "horse sense" above a college education; they were undecided in 20 percent of the cases, and agreed with the statement in 25 percent of the cases.

In 75 percent of the cases, the superintendents perceived that voters compared their schools with other schools. One-fourth of the superintendents felt the voters evaluated their schools as being equal to those in neighboring districts. Forty percent of the superintendents felt the voters of their district evaluated their school as "slightly more" or "much more" adequate than neighboring schools.

Seventy percent of the superintendents said that the voters of their district criticized the school "sometimes" or "fairly often." (See Table 5) There appears to be more criticism in those districts that passed their bond issues than in those that failed.

Table 5. Superintendent's perception of degree to which voters criticize the school by pass, fail, and total

| Superintendent's perception of degree to which voters citicize the school | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| Not very often | 3 | 60.0 | 3 | 20.0 | 6 | 30.0 |
| Sometimes | 2 | 40.0 | 11 | 73.3 | 13 | 65.0 |
| Fairly often | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

The major areas of criticism in order of prevalence were: curriculum (40%); general complaints (for example, bus routes, discipline, personal problems) (35%); personnel and policies of the school (25%). (See Table 6.)

Eighty-five percent of the superintendents reported that their district residents attended school functions such as basketball games, football games, band and music concerts, "fairly often" or "very often." (See Table 7.) However, only 20 percent of the superintendents stated the voters attended school meetings such as board meetings, finance hearings, or bond issue meetings "sometimes" or "often." (See Table 8.)

Most of the superintendents expressed the opinion that business meetings were attended occasionally, if at all, and that attenders were usually community members who brought some personal complaint.

## Role Responsibilities of the High School - General

The superintendents reported that historically there had been a definite emphasis on preparing secondary students for college. In recent years there has been a shift in this emphasis to include the non-college bound. Several of the superintendents interviewed commented on their concern for the non-college bound segment of their student body. Specific perceptions are presented in Table 9.

One of the superintendents perceived the community's concern for the non-college bound students as the reason why the bond issue passed.

Table 6. Superintendent's perception of main areas on which voters criticize the school by pass, fail, and total

| Superintendent's perception of main areas on which voters criticize the school | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| Curriculum | 3 | 60.0 | 5 | 33.3 | 8 | 40.0 |
| Personnel | 1 | 20.0 | 1 | 6.7 | 2 | 10.0 |
| Policy | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Personnel and policy | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| General criticism | 1 | 20.0 | 6 | 40.0 | 7 | 35.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 7. Superintendent's perception of degree of citizens attendance at school extra-curricular activities by pass, fail, and total

| Superintendent's perception of degree of citizens attendance at school functions | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| Not very often | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Sometimes | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Fairly often | 2 | 40.0 | 7 | 46.7 | 9 | 45.0 |
| Very often | 3 | 60.0 | 5 | 33.3 | 8 | 40.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 8. Superintendent's perception of degree of citizens attendance at school meetings by pass, fail, and total

| Superintendent's perception of degree of citizens attendance at school events | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No meetings, not at all, don't know | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Not very often | 3 | 60.0 | 11 | 73.4 | 14 | 70.0 |
| Sometimes | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| Fairly often | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Very often | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 9. Superintendent's perception of the role of high school in vocational education by pass, fail and total

| Superintendent's perception of the role of high school in vocational education | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| Prepare for fuller training | 2 | 40.0 | 3 | 20.0 | 5 | 25.0 |
| Broaden students | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Terminal training | 1 | 20.0 | 1 | 6.7 | 2 | 10.0 |
| Exploratory occupational exposure | 1 | 20.0 | 7 | 46.7 | 8 | 40.0 |
| Preliminary vocational education training | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Eighty-five percent of the superintendents did not believe that the people of the community perceived that an increase in vocational education facilities and curriculum would detract from the college preparatory curriculum. The remaining superintendents believed the people of the community felt that it would detract. The majority of the superintendents stated that the vocational program was viewed as supplementing the college preparatory curriculum by reaching a completely different segment of the student body, and as a necessity for a complete educational program.

From a list of twelve possible purposes the superintendents were asked to evaluate what they felt the community perceived as the three most important and the three least important duties of the school. Superintendents perceptions of the three tasks the community regarded as "most" important were:

1. to train students for a college education,
2. to teach the fundamentals (three R's), and
3. to train students for further technical training.

The three tasks which were perceived as "least" important were:

1. to teach students about city, county, and local region,
2. to train students for a specific future, and
3. to teach students to work and live with others.

### Percentage of Students Going On to College

There were different estimates among the communities of the percentages of students who went on to college. This has implications for the scope of the vocational education program and the probability of passing the vocational education portion of the election. These data are shown in Table 10. There appears to be a tendency for those districts in which the bond issues passed to have a lower percentage of students going on to college.

The ability of the community to absorb the young people of the community was sought by asking about the percentage of graduates remaining in the community 7 - 10 years after graduation. These results are presented in Table 11.

Whether students go on to college is important to the community in whether their school program should emphasize the college preparatory program, the vocational program or a combination of both. Both federal and

Table 10. Percent of students in community who go to college by pass, fail, and total

| Percent of students in community who go to school | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 21 - 30% | 1 | 20.0 | 1 | 6.7 | 2 | 10.0 |
| 31 - 40% | 0 | 0.0 | 7 | 46.7 | 7 | 35.0 |
| 41 - 50% | 1 | 20.0 | 4 | 26.7 | 5 | 25.0 |
| 51 - 60% | 3 | 60.0 | 2 | 13.2 | 5 | 25.0 |
| 61 - 70% | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 11. Percent of high school graduates left in community 7 - 10 years after graduation by pass, fail, and total

| Percent of high school students left in community 7 - 10 years after graduation | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 1 - 10% | 2 | 40.0 | 2 | 13.3 | 4 | 20.0 |
| 11 - 20% | 0 | 0.0 | 4 | 26.7 | 4 | 20.0 |
| 21 - 30% | 2 | 40.0 | 6 | 40.0 | 8 | 40.0 |
| 31 - 40% | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| 41 - 50% | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| 51 - 60% | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

state legislation were instrumental in focusing attention on the need for vocational training. Currently, most districts emphasize both, but recent legislation has focused attention on the need for increased vocational facilities. School and community attitudes toward vocational education are examined in the next section.

School and Community Attitudes Toward Vocational Education

Current emphasis on providing adequate training facilities for the non-college bound should be reflected in the willingness of a community to support a bond issue for these vocational facilities. Therefore, the community perception of the role of vocational education should be related to the importance they place on vocational education and hence to their behavior in supporting school bond issues for vocational education. When asked about the community's perception of the role of vocational education, the following replies in order of frequency are shown in Table 12.

Table 12. Community perception of the role of vocational education in the school curriculum by pass, fail, and total

| Community perception of the role of vocational education in the school curriculum | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| No perception of vocational education | 3 | 60.0 | 6 | 40.0 | 9 | 45.0 |
| Vocational education is terminal job preparation | 1 | 20.0 | 5 | 33.3 | 6 | 30.0 |
| Vocational education is preparation for further training | 1 | 20.0 | 4 | 26.7 | 5 | 25.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

The superintendent's perception of the community awareness of the role of vocational education indicates that a slight majority feel their community has some idea of what that role should be. In some instances, it is perceived as terminal training and in others as performing a preparatory or exposure function. Almost half (45%) of the superintendents feel that their community has no perception of the role of vocational education in their district. This is probably the most important finding in this section. Voters who have no perception of what they are voting for may be less inclined to vote favorably. Still 40 percent of the superintendents of successful districts said their community had no perception of the role of vocational education in the total school curriculum.

The voters were definitely perceived as being more concerned about the vocational education curriculum (50% were; 50% were not) than about the cost of the vocational education facilities, (95 percent were perceived as not being concerned about the cost).

Some difference is noted between the pass-fail districts in whether the voters were concerned about the vocational education curriculum. Only one unsuccessful superintendent reported curriculum concern, but 60 percent of the successful superintendents said their voters were concerned about the vocational education curriculum.

Lack of concern about the cost of vocational education programs may have at least two meanings. First, relative costs compared to total school cost may be low, or current emphasis on the need for vocational education programs may override the concern for costs as voters may perceive this need as more important than the cost of the program. The data presented here (see Table 13) do not allow a specification of which position was taken in these elections.

These data indicate that the superintendent perceives that the residents of the district are more concerned about what is taught than about what the program costs. (See Table 14.)

Table 13. Superintendent's perception of whether voters are concerned about the vocational education curriculum by pass, fail, and total

| Superintendent's perception of whether voters are concerned about the vocational education curriculum | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| No | 4 | 80.0 | 6 | 40.0 | 10 | 50.0 |
| Yes | 1 | 20.0 | 9 | 60.0 | 10 | 50.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 14. Superintendent's perception of whether voters are concerned about vocational education costs by pass, fail, and total

| Superintendent's perception of whether voters are concerned about vocational education costs | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| No | 5 | 100.0 | 14 | 93.3 | 19 | 95.0 |
| Yes | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

## Public Knowledge About the Schools

To ascertain how much the voters knew about their school's curriculum, the superintendents were asked to rate the voters' knowledge of various programs.

The superintendents rated their district residents on the degree of knowledge they felt the residents had about the specific programs. The percentages represent the number of superintendents who felt their electorate had "some" or "considerable" knowledge about each content area. The residual were judged to have "little" or no knowledge about the specific programs.

The six areas relating to vocational training are shown below. The percent of the public perceived to have "some" or "considerable" knowledge about each program is shown in descending order. The complete arrays are shown in Tables 15 - 20.

| Vocational Course Area | Percent "some" and "considerable" knowledge |
|---|---|
| Industrial arts | 90% |
| Guidance programs | 85% |
| Vocational education for industry | 65% |
| Vocational home economics | 65% |
| Vocational education for business | 60% |
| Vocational agriculture | 55% |

Table 15. Superintendent's perception of voter knowledge of industrial arts by pass, fail, and total

| Superintendent's perception of voters' knowledge of industrial arts | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| Very little | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Little | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Some | 2 | 40.0 | 12 | 80.0 | 14 | 70.0 |
| Considerable | 2 | 40.0 | 2 | 13.3 | 4 | 20.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 16. Superintendent's perception of voters' knowledge of the guidance programs by pass, fail, and total

| Superintendent's perception of voters' knowledge of the guidance program | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| Very little | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Little | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Some | 3 | 60.0 | 8 | 53.3 | 11 | 55.0 |
| Considerable | 2 | 40.0 | 4 | 26.7 | 6 | 30.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 17. Superintendent's perception of voters' knowledge of vocational education programs for industry by pass, fail, and total

| Superintendent's perception of voters' knowledge of voc. ed. program for industry | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| Very little | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Little | 2 | 40.0 | 4 | 26.7 | 6 | 30.0 |
| Some | 1 | 20.0 | 9 | 60.0 | 10 | 50.0 |
| Considerable | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 18. Superintendent's perception of voters' knowledge of vocational home economic programs by pass, fail, and total

| Superintendent's perception of voters' knowledge of voc. home ec. programs | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| Don't know | 0 | 0.0 | 3 | 20.0 | 3 | 15.0 |
| Very little | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| Little | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Some | 2 | 40.0 | 4 | 26.7 | 6 | 30.0 |
| Considerable | 2 | 40.0 | 5 | 33.3 | 7 | 35.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 19. Superintendent's perception of voters' knowledge of vocational education program for business by pass, fail, and total

| Superintendent's perception of voters' knowledge of voc. ed. program for business | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| Very little | 2 | 40.0 | 4 | 26.7 | 6 | 30.0 |
| Little | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Some | 2 | 40.0 | 4 | 26.7 | 6 | 30.0 |
| Considerable | 1 | 20.0 | 5 | 33.3 | 6 | 30.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 20. Superintendent's perception of voters' knowledge of vocational agriculture program by pass, fail, and total

| Superintendent's perception of voters' knowledge of voc. ag. program | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| Don't know | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Very little | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| Some | 3 | 60.0 | 1 | 6.7 | 4 | 20.0 |
| Considerable | 1 | 20.0 | 9 | 60.0 | 10 | 50.0 |
| A lot | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

## Definition of Vocational Education

In this study it soon became apparent that not all superintendents were talking about the same thing when "vocational education" was mentioned. Hence the superintendents were asked to give their basic definition of vocational education; these definitions and the percentage mentioning them were: training for specific vocations (40%); training for a non-college vocation (30%); exploratory preparation for further education, both college and non-college (20%); preparation for life (10%). They further were asked if they included a second dimension in their definition of vocational education; 35 percent of the superintendents stated they did not; 25 percent gave exploratory preparation for further education, both college and non-college; 20 percent said training for a specific vocation; and the remaining 20 percent stated preparation for life.

These differences have implications for data presented on what the superintendent thinks his community's perception of vocational education and what the school's responsibility should be in these programs. The superintendent would probably evaluate his community in terms of his definition of vocational education. This difference was noted in superintendent responses to what was the community's perception of the role of vocational education. Almost half of the superintendents said their community had "no perception" of the role of vocational education. Later they evaluated the community on how much knowledge they had about specific areas of vocational education, i.e., vocational agriculture, etc. The evaluations were relatively high in terms of the earlier mentioned lack of perception of the role of vocational education. Ninety percent of the superintendents said their community residents had "some" or "considerable" knowledge about industrial arts programs, 85 percent evaluating their community residents said they had "some" or "considerable" knowledge about the vocational guidance programs. Fifty-five percent of the superintendents rated their community at this level (some or considerable knowledge) in six vocational education areas. These data were presented in Tables 15 - 20.

The foregoing discussion points up the semantic difficulty encountered when discussing vocational education programs. The anomaly exists in a generalized perception that the collective community has no perception of the role of vocational education, yet the superintendents feel the community has considerable knowledge about specific areas of vocational education.

## Drop-out Rates in the Schools

Much of the recent concern about vocational education has come about as a result of concern over high school "drop-outs." The community concern about drop-outs in their school system may be an important factor in passing school bond issues for vocational education facilities. In 75 percent of the sample, the superintendents reported their "drop-out" rate was lower than "average." The remaining 25 percent said their rate was about "average." Seventy percent of the superintendents said their drop-out rate was so low the people of the community were not concerned about it, while the remaining 30 percent of the superintendents stated the people of their community were concerned about drop-outs. Almost one-half (45%) of the superintendents did not feel more vocational facilities would affect this drop-out rate. The majority of their drop-out cases were viewed as "they would have dropped out anyway." However, the remaining 55 percent of the superintendents felt more vocational education facilities might help decrease the drop-out rate.

## Vocational Education Relationship to Migration

Some types of vocational education may lead to out-migration from the community if there is no opportunity for employment in the occupation in that community. Whether a major industry was present in the community was considered as an important variable in community perceptions of the role of vocational education. A major industry was defined as employing over 25 people. Half of the districts had at least one major industry. In the remaining half of the districts it was between 21-50 miles to a major industry. Of the districts with major industries, 25 percent had only one, 15 percent had two major industries, and 10 percent had three or more.

When asked if they viewed vocational education as accelerating out-migration from the community, 40 percent of the superintendents replied "no," 25 percent replied "yes" and the remaining 35 percent replied "the young people would leave the community anyway." (See Table 21.) The latter answer was more frequently given by superintendents in districts where bond issues were passed.

Sixty percent of the superintendents thought the voters viewed vocational education as accelerating out-migration. The voters as well as the superintendents apparently believe there would be out-migration whether or not vocational education was offered in the schools.

In 75 percent of the cases, the voters were perceived as not wanting vocational education in order to promote the local labor market. (See Table 22.)

Many of the smaller community superintendents expressed the attitude that there was really no local labor market to promote, and in a few cases the voters were perceived as viewing vocational education as one means of "saving" their community. The same percentages replied "no" (75%) and "yes" (25%) to the question of whether the vocational education courses were selected for local labor needs.

Table 21. Superintendent's perception of whether vocational education accelerates out-migration by pass, fail, and total

| Superintendent's perception of whether vocational education accelerates out-migration | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No | 4 | 80.0 | 4 | 26.7 | 8 | 40.0 |
| Yes | 1 | 20.0 | 4 | 26.7 | 5 | 25.0 |
| People leave anyway | 0 | 0.0 | 7 | 46.6 | 7 | 35.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 22. Superintendent's perception of whether voters want vocational education to promote the local labor market by pass, fail, and total

| Superintendent's perception of whether voters want vocational education to promote the local labor market | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No | 4 | 80.0 | 11 | 73.3 | 15 | 75.0 |
| Yes | 1 | 20.0 | 4 | 26.7 | 5 | 25.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

## Existing Vocational Education Programs

### High school programs

The superintendents were asked to identify their vocational education courses, curriculum offerings and the percentage of high school students enrolled in these courses before the bond issue and after the bond issue. However, there are two major limitations to these data:

1. The first limitation is that there seemed to be some question as to what courses would be considered vocational, e.g., typing could have been considered both vocational training and also as a course which would contribute to the general education of the student.

2. The second limitation is derived from the fact that when the superintendents computed the percentage of students enrolled in vocational education courses, the percentage was computed from the total enrollment in each course. Therefore, if a student was taking two or more vocational courses simultaneously, he would appear in the totals two or more times.

Table 23 presents the percentages of students enrolled in courses which might be considered to be vocational education at the time of the bond issue. These courses include subjects which can be considered as an integral part of the vocational training of the school. Many of the courses traditionally have not been funded by the federal vocational acts. Some courses may be considered as supplementary to general education. Typing and bookkeeping are examples of these courses. There was lack of consistency on how these courses should be classified.

Table 24 presents percentage deciles for students enrolled in vocational education curricula at the time of the bond issue. There appears to be a slight tendency for those districts whose bond elections failed to have a higher percent of their students enrolled in vocational education curricula.

### Adult education programs

One of the primary goals of the Vocational Act of 1963 is to assist adults in upgrading skills which have already been acquired or to assist them in developing new skills. This section will present data regarding the adult education programs currently offered in these public schools. Of the districts included in the sample, only 10 percent did not offer any

Table 23. Percentage of students in vocational education courses at time of election by pass, fail, and total*

| Percentage of students in vocational education courses at time of election | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 21 - 30% | 0 | 0.0 | 5 | 33.3 | 5 | 25.0 |
| 31 - 40% | 2 | 40.0 | 3 | 20.0 | 5 | 25.0 |
| 41 - 50% | 0 | 0.0 | 5 | 33.3 | 5 | 25.0 |
| 51 - 60% | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| 61 - 70% | 2 | 40.0 | 1 | 6.7 | 3 | 15.0 |
| Over 70% | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

*The superintendent selected all courses considered to be vocational education in his district. No distinction was made as to whether the courses received federal aid or if the course was part of the general curriculum and not considered a vocational course in all systems, i.e., (typing, shorthand, bookkeeping).

Table 24. Percentage of students in vocational education curriculum at time of election by pass, fail, and total

| Percentage of students in vocational education curriculum at time of election | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| None | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| 1 - 10% | 0 | 0.0 | 3 | 20.0 | 3 | 15.0 |
| 11 - 20% | 0 | 0.0 | 4 | 26.7 | 4 | 20.0 |
| 21 - 30% | 1 | 20.0 | 3 | 20.0 | 4 | 20.0 |
| 31 - 40% | 2 | 40.0 | 2 | 13.3 | 4 | 20.0 |
| 51 - 60% | 1 | 20.0 | 1 | 6.7 | 2 | 10.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

adult classes. Of the remaining 90 percent that offered adult classes, 45 percent offered 1 - 5 different classes. The most attended class was the adult farmer classes in the Vocational Agriculture Departments. Other courses offered included typing, bookkeeping, business law, shop courses, knitting, tailoring, foreign languages, great religions, arts and reducing classes. Several superintendents stated that they "offered whatever the people wanted." Fifty percent of the districts offering adult classes had between 1 - 100 adults attending; 20 percent had 101 - 200; 10 percent had 201 - 300; one district had 301 - 400; and one district had over 400 adults in attendance.

## Vocational Education Related Bond Purposes

This section of the report will include findings related only to the vocational education portion of the bond issue. In 85 percent of the schools, the vocational portion of the bond issue constituted less than 50 percent of the total bond issue. (See Table 25.) In 50 percent of the cases, the vocational education portion of the bond issue was less than one-fourth of the total bond issue. The proportion of the total bond issue for vocational education facilities ranged from less than 10 percent to more than 70 percent.

Table 25. Percent of the bond issue for vocational education by pass, fail, and total

| Percent of the bond issue for vocational education | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 1 - 10% | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| 11 - 20% | 1 | 20.0 | 3 | 20.0 | 4 | 20.0 |
| 21 - 30% | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| 31 - 40% | 0 | 0.0 | 6 | 40.0 | 6 | 30.0 |
| 41 - 50% | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| 51 - 60% | 2 | 40.0 | 0 | 0.0 | 2 | 10.0 |
| 61 - 70% | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| 71 - 80% | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

The purposes for which funds were sought are shown in Table 26.[a] In half of the districts funds were sought to strengthen existing vocational education programs and to add new areas and courses. However, only 15 percent of the districts requested funds for new facilities and courses alone.

More detailed combinations of fund requests are presented in Table 27. In no case were vocational funds alone sought. These funds were always

Table 26. Purpose of vocational education portion of bond issues by pass, fail and total

| Purpose of vocational education portion of bond issue | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| No answer | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Add new facilities and courses | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| Strengthens facilities and courses | 1 | 20.0 | 5 | 33.3 | 6 | 30.0 |
| Both | 3 | 60.0 | 7 | 46.7 | 10 | 50.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 27. Districts seeking funds for selected purposes *

| Vocational education and: | Fail | Pass | Total |
|---|---|---|---|
| New buildings | 1 | 6 | 7 |
| Building additions | 1 | 8 | 9 |
| Remodeling present buildings | 3 | 1 | 4 |
| Total | 5 | 15 | 20 |

*All districts seeking funds to remodel present buildings also sought funds for new buildings or additions in combination with vocational education requests.

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[a] The general combination of askings were presented in Table 3, page 22.

requested in combination with other requests. The combinations and additional explanation are as follows:

Requests for vocational education and new buildings New buildings included high school, junior high school and elementary buildings as well as gymnasium, auditorium, music rooms, bus garage and swimming pools. Seven districts sought new buildings in addition to vocational funds, one sought a combination of new buildings, building additions and vocational funds, and one district sought funds for a new building and remodeling an existing building in addition to vocational education funds.

Requests for vocational education and building additions These requests include additions to high school, junior high and elementary buildings in addition to funds for vocational purposes. The two districts that sought new buildings as well as additions were mentioned in the new building combination. Eight districts sought building-additions and vocational funds in the same election.

Requests for remodeling and vocational education Four districts made requests for remodeling funds in combination with vocational education funds, and/or new buildings and additions. Three of the 4 districts were unsuccessful in their bond issue attempts. In all cases the requests were for funds to remodel present high school buildings.

The exact facilities and buildings sought in the vocational education portion of the bond issues are presented in Table 28. There appears to be a slight tendency for a higher percent of successful bond election districts to have requested funds for vocational agriculture, home economics and general industrial arts facilities. The reader is reminded that the vocational education asking was only a part of the total bond issue.

## Initiators of Need for Vocational Facilities

The person or group which initiates the need for vocational facilities can have consequences for interest, participation and election outcomes of school bond elections. Data presented earlier considered whether the community had major industry available, whether the community was concerned about the drop-out rates and if the community tended to absorb the young graduates of their district.

Table 28. Vocational facilities sought in bond issue

| | Frequency | | |
|---|---|---|---|
| | Fail<br>N=5 | Pass<br>N=15 | Total |
| 1. Vocational Agriculture | | | |
| A. General Facilities (Voc. Ag. + Voc. Ag. Dept.) | 2 | 3 | 5 |
| B. Shop Facilities (Voc. Ag. Shop + Voc. Ag. Shop Facilities) | 0 | 7 | 7 |
| C. Voc. Ag. Classroom | 0 | 4 | 4 |
| D. Remodeling Ag. Dept. - Additions | 1 | 0 | 1 |
| 2. Home Economics | | | |
| A. Home Ec. + General Home Ec. | 1 | 2 | 3 |
| B. Voc. Home Ec. | 0 | 2 | 2 |
| 3. Industrial Arts | | | |
| A. General Facilities | | | |
| 1. Industrial Arts | 1 | 3 | 4 |
| 2. Industrial Art Building | 0 | 1 | 1 |
| 3. Industrial Arts Shop | 0 | 3 | 3 |
| 4. Industrial Ed. | 0 | 1 | 1 |
| B. Specific Facilities | | | |
| 1. Woodmaking - Woodworking | 1 | 1 | 2 |
| 2. Carpentry | 0 | 1 | 1 |
| 3. Drafting | 0 | 1 | 1 |
| 4. Printing | 0 | 1 | 1 |
| 5. Specific Shops | | | |
| a. Electronics | 0 | 3 | 3 |
| b. Electricity | 1 | 1 | 2 |
| c. Welding | 2 | 1 | 3 |
| d. Metal | 2 | 0 | 2 |
| e. Metal Shop and Metallurgy | 1 | 2 | 3 |
| f. Foundry Work | 1 | 0 | 1 |
| g. Automotive Mechanics and Auto Mechanics | 2 | 2 | 4 |
| h. Machines | 1 | 1 | 2 |
| i. Small Engines | 0 | 1 | 1 |
| 4. Secretarial and Business Training | | | |
| A. Business Ed. | 2 | 0 | 2 |
| B. Office Ed. | 0 | 1 | 1 |
| C. Business Ed. Classroom | 0 | 2 | 2 |
| D. Secretarial Training | 1 | 0 | 1 |
| 5. Distributive Education | 1 | 1 | 2 |
| 6. Guidance | 1 | 0 | 1 |
| 7. Speech | 1 | 0 | 1 |
| 8. Drama | 1 | 0 | 1 |
| 9. Art | 0 | 1 | 1 |

In 90 percent of the vocationally related bond issue districts the school officials initiated the action for additional vocational education facilities, in one district it was the industry of the community and in another the people of the community initiated action for vocational facilities. Table 29 shows that the issue initiated by the community residents was not successful. No insights are possible into why this issue was not passed.

Table 29. Persons or groups who initiated action for vocational education facilities by pass, fail and total

| Persons or groups who initiated action for vocational education facilities | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| Community people | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Business men | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Industry | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| School officials | 4 | 80.0 | 14 | 93.3 | 18 | 90.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

## Vocational Education Election History

Approximately two-thirds (60%) of the bond issues were voted on during the fiscal year 1963-64; the remaining (40%) were voted on between 1960-1963. In most instances the Vocational Education Act of 1963 had little or no influence on the bond issues examined herein because the 1963 Act did not go into effect until the 1964-65 school year. Data from the earlier study by Beal and others indicate that the districts seeking funds for vocational purposes were quite similar to those seeking funds for all other purposes. They were similar in approximately the same number of elections, the amount sought, millage increases and other measured variables.

Data were collected in the present study to see if additional elections had been held to obtain vocational education funds since 1964. Fourteen of the schools in the present study had not engaged in another vocational educational bond issue since 1964, 5 schools had held one more election, and

Table 30. Numbers of bond issues for vocational education in the district since 1964 by pass, fail, and total*

| Numbers of bond issues for vocational education in the district since 1964 | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 0 | 3 | 60.0 | 13 | 86.7 | 16 | 80.0 |
| 1 | 1 | 20.0 | 2 | 13.3 | 3 | 15.0 |
| 2 | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

*These attempts have been categorized on the basis of the elections examined in the report. Actually 3 of 4 districts passed additional school bond issue attempts since 1964.

one district had held two. Most of the schools were not attempting to take advantage of matching federal funds in connection with these bond issues. The superintendents who said federal funds were obtained stated they were primarily used to supply equipment after basic facilities were built. In general, the Vocational Education Act of 1963 had not had much influence on vocational education requests because three-fourths of the districts had not sought additional funds since the act became operative.

## Campaign Strategy

### Informing the public

The superintendents and other campaign strategists must decide what methods will be used to present information to the electorate. The lack of concensus on what methods should be used led to an examination of what media were used and how specific the information was. Results shown in Table 31 revealed the frequency of the communications techniques being used for all of the 195 bond issues.

Tests of significance were not run on the percentage of districts using each of the communications techniques. A comparison of the percentages for the 20 vocational education bond elections with the remaining 171 elections indicates little difference between these two election categories in the use of these techniques.

Table 31. Comparative use of communications techniques in campaign strategy by vocational, non-vocational school bond elections

| Media used | Vocational* education N=20 % | Non-vocational** education N=171 % |
|---|---|---|
| Newspaper | 100 | 88 |
| Illustrated plans of facilities | 95 | 89 |
| "Talking-it up" | 95 | 91 |
| Bulletins and brochures | 90 | 92 |
| Speakers (public) | 90 | 85 |
| General public meetings | 65 | 84 |
| Radio and/or T.V. coverage | 65 | 55 |
| Pictures of present conditions | 55 | 51 |
| Sample ballots | 50 | 63 |
| Clergy support | 50 | 49 |
| Local merchant support | 35 | 34 |
| Student presentations | 25 | 27 |
| Poster campaign | 25 | 35 |

*Vocational education issue superintendent responses to 1966 survey.

**Responses from all (171 of 195) superintendents not seeking vocational education funds in 1965 study.

Analyses presented in the Iowa School Bond Issues Data Book also showed that the successful and unsuccessful districts were quite similar in their use of communications methods. The literature survey contained articles on how much detail and how specific news releases to the public should be. Cases were made for both general information and highly detailed information being the best policy. Questions in the restudy were directed at what was actually presented to the electorate and how specific were the details presented.

When the superintendents were asked what "they really presented to the public" as being included in the bond issue, 65 percent stated they presented exactly what the money would be used for, one superintendent said he presented a "little more" detail than what was required, and 35 percent said relatively little detail was actually presented to the public.

Several educators have presented arguments for both sides of how specific in detail information presented to the public should be. Some feel that all information should be given at the general level because detailed information confuses voters and causes them to vote "no." Others say the voters should be well informed and as much detailed information as possible should be given. What kinds of information are given apparently is judged important in a campaign strategy. More data on the information programs of the 20 vocational education elections were sought in the 1966 reinterview.

In presenting detailed information, 25 percent of the superintendents said they presented some plans (such as drawings) to the people, 20 percent stated they presented a "considerable" amount of graphic material, while 55 percent said they presented very detailed plans to the public. Concerning information presented in regard to exact cost of the facilities sought, 15 percent stated they presented "some"; 15 percent stated they presented "considerable"; while 70 percent said they presented "a lot" of information.

One superintendent stated he presented "some" information about the effect on the tax rate, 15 percent presented "considerable" and 80 percent presented "a lot." A fourth of the superintendents stated they did not present the per family or per household cost; 10 percent stated they presented "little" information in this area; 15 percent "some"; 15 percent "considerable"; and 35 percent "a lot."

As election time drew nearer, 50 percent of the superintendents did not notice any difference in the amount of information sought by the people, while 35 percent stated the voters wanted more specific information and 10 percent stated the voters wanted more general information.

An indication of interest in the school system was considered to be "information seeking" by the voters of the district. The superintendents responded in terms of how often individuals in positions of authority provided information to the public. Groups and individuals who provided information "often" and "very often" were:

| | |
|---|---|
| Superintendents | 85% |
| School board members | 50% |
| Principals | 40% |

| | |
|---|---|
| Local public officials | 35% |
| Friends, relatives | 30% |
| Teachers | 25% |

The formal positions, superintendents and school board members, provided information to the district electorate somewhat more often than the other school positions.

The 20 vocational education superintendents were asked to evaluate how effective they felt the communications were which took place throughout the election campaign. Fifteen percent of the superintendents did not feel their communications efforts had any lasting effect, 45 percent felt it reinforced the voter's attitudes, and 35 percent felt that it resulted in the voters forming new attitudes.

Eighty-five percent of the superintendents felt presenting voters with all possible information increased the chances of people voting for the bond issue, 10 percent felt it decreased the chances, and one felt it merely confused the voters.

When the superintendents compared the interest of the voters of their present district with that of a district in which they had previously worked on a bond issue, only 10 percent rated the present district as having more interest, while 35 percent rated it as having the same as and 25 percent as having less interest. The remainder of the superintendents had not worked on a bond issue in another district.

The voters were encouraged to participate in the bond election. Sixty percent of the superintendents felt "pressure" was attempted in getting the electorate to participate in the bond issue. (See Table 32.)

Table 32. Superintendent's perception of whether voters were pressured to participate in bond issue by pass, fail, and total

| Voters were pressured to participate in bond issue | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No pressure | 3 | 60.0 | 5 | 33.3 | 8 | 40.0 |
| Pressure attempted | 2 | 40.0 | 10 | 66.7 | 12 | 60.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

It can be assumed, however, that the bond issue was of interest to the district residents, as 80 percent of the superintendents stated the people of the district had discussed the bond issue "often" or "very often" among themselves. Voters in the remaining 20 percent of the districts were perceived to have discussed the bond issue among themselves "sometimes" or "not very often."

Involvement of groups in the community is often presented as a prerequisite to successful passage of the issues. The active groups in the community will be the next topic presented.

## Participation In the Bond Campaign

The earlier study of 195 Iowa school districts by Beal and others disclosed that the superintendents used a generalized term "talking it up" to represent the involvement of individuals and groups in the election campaign. This section examines group and individual involvement in the campaign in those 20 districts where vocational education was a part of the bond issue.

### Group involvement

The presence of a P.T.A. organization is shown in Table 33, status and participation of groups. No unsuccessful district had an active P.T.A. On the other hand, all successful districts with a P.T.A. (73.3%) had support from this organization. All other type groups present and active in the bond campaign also are shown in Table 33.

No opposition was noted from any organized group in the successful districts. While not much opposition was noted in unsuccessful districts, a much larger percentage of the groups were not active in these districts. The data do not indicate whether the issues failed because the issue was not supported by these groups. Hence, no such inference is intended here.

### Individual involvement

Questions were directed at obtaining information on two dimensions in this section. The first related to the percentage of the voters active in school affairs at the time of the election. The perceived percentage active in school affairs at the time of the election was higher in the unsuccessful districts. (See Table 34.)

Table 33. Selected groups by presence in community and degree of participation in bond election by pass, fail, and total

| | Not in community | | Present but not active | | Active for issue | | Active opposed | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Fail | Pass | Fail | Pass | Fail | Pass | Fail | Pass | Fail | Pass |
| Active children's groups | 0 | 0 | 5 | 15 | 0 | 0 | 0 | 0 | 5 | 15 |
| Active public service groups | 0 | 0 | 3 | 2 | 2 | 13 | 0 | 0 | 5 | 15 |
| Active public affairs-political groups | 0 | 4 | 4 | 9 | 1 | 2 | 0 | 0 | 5 | 15 |
| Active labor-business groups | 3 | 2 | 1 | 4 | 1 | 9 | 0 | 0 | 5 | 15 |
| Active fraternal service groups | 0 | 0 | 3 | 9 | 1 | 6 | 1 | 0 | 5 | 15 |
| Active social groups | 0 | 0 | 3 | 5 | 1 | 10 | 1 | 0 | 5 | 15 |
| Active church groups | 0 | 0 | 3 | 10 | 2 | 5 | 0 | 0 | 5 | 15 |
| Active sports groups | 3 | 6 | 2 | 7 | 0 | 2 | 0 | 0 | 5 | 15 |
| Active patriotic groups | 1 | 0 | 4 | 1 | 0 | 6 | 0 | 0 | 5 | 15 |
| Active parent-teachers association | 3 | 4 | 2 | 0 | 0 | 11 | 0 | 0 | 5 | 15 |

Table 34. Percent of voters active in school affairs at the time of the bond election by pass, fail and total

| Percent of voters active in school affairs at time of the bond election | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| 1 - 10% | 0 | 0.0 | 4 | 26.7 | 4 | 20.0 |
| 11 - 20% | 0 | 0.0 | 3 | 20.0 | 3 | 15.0 |
| 21 - 30% | 3 | 60.0 | 4 | 26.7 | 7 | 35.0 |
| 31 - 40% | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| 41 - 50% | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Over 50% | 2 | 40.0 | 0 | 0.0 | 2 | 10.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

The second dimension examined centers on differential participation between the husbands and wives in the districts. These results are shown in Table 35.

Table 35. Husband or wife more active in participating in working on bond issue by pass, fail, and total

| Husband or wife more active | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| Husband | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Wife | 3 | 60.0 | 10 | 66.7 | 13 | 65.0 |
| No difference | 2 | 40.0 | 5 | 33.3 | 7 | 35.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Clearly the wives were perceived to be most active in working on the bond issue campaign. The literature survey indicated that a generalized belief exists that women are more active in social affairs and men more active in the financial aspects of school related activities. These data do not tend to support this differential participation in social affairs alone.

It was generally agreed (70%) that the husband was expected to take the most active interest in the financial aspects of school activities. However, one-fourth (25%) of the superintendents said they thought the husband and wife had shown equal interest. In total participation, approximately two-thirds (65%) of the superintendents stated the women were definitely more active than men in the school bond elections.

Detailed information on the effect of the participation of the voters on the passage or failure of the bond issue is presented in the Iowa School Bond Issues Data Book by Beal, and others.

In summary, most of the districts had at least one group present in the community who actively worked for the bond issue. Conversely, in 90 percent of the districts there was no group that was actively participating against the bond issue. About two-thirds (70%) of the superintendents stated that a relatively small percentage of the eligible voters in any school district worked for the bond issue at the time of election. The P.T.A. was actively promoting the bond issue in 55 percent of the districts, was neutral in 10 percent and did not exist in 35 percent of the school districts.

## Election Outcome

The outcome of the bond issue election is the ultimate concern of this report. All data presented have shown the arrays for the 20 vocational education elections that passed or failed and the total. Fifteen of the 20 vocational education related elections issues (75%) were successful. Seventy-nine percent (154 of 195) of the total districts passed their issues. This is another indication of the similarity of the issues involving vocational education purposes and those for all other purposes.

The categories just above and just below (50 - 69.9%) the 60 percent affirmative vote level needed for passage contain the largest number of districts. In most of these districts a limited number of votes could have changed the result of the election. Almost half of the 195 issues were closely contested, i.e., within ten percent above or below the 60 percent needed for passage. The wide distribution in percentage affirmative vote may be noted. Since many district outcomes could have been changed with a ten percent shift in the vote, the percentage of the eligible voters

Table 36. Percentage affirmative vote by vocational, non-vocational fund requests

| Percentage affirmative vote | Vocational No. | Vocational % | Non-vocational No. | Non-vocational % | Total No. | Total % |
|---|---|---|---|---|---|---|
| 0 - 9.9 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| 10 - 19.9 | 1 | 4.2 | 1 | 0.6 | 2 | 1.0 |
| 20 - 29.9 | 0 | 0.0 | 4 | 2.3 | 4 | 2.1 |
| 30 - 39.9 | 1 | 4.2 | 3 | 1.8 | 4 | 2.1 |
| 40 - 49.9 | 1 | 4.2 | 10 | 5.8 | 11 | 5.6 |
| 50 - 59.9 | 4 | 16.7 | 16 | 9.4 | 20 | 10.3 |
| 60 - 69.9 | 6 | 25.0 | 64 | 37.5 | 70 | 35.9 |
| 70 - 79.9 | 8 | 33.2 | 39 | 22.8 | 47 | 24.1 |
| 80 - 89.9 | 3 | 12.5 | 24 | 14.0 | 27 | 13.8 |
| 90 - 99.9 | 0 | 0.0 | 10 | 5.8 | 10 | 5.1 |
| Total | 24 | 100.0 | 171 | 100.0 | 195 | 100.0 |

casting a vote appears quite relevant. This is the next variable considered in the report.

Voter turnout

Voter turnout has long been assumed to be related to election outcome. However, Beal, Lagomarcino and Hartman elsewhere have shown there was no relationship between voter turnout and election outcome in 195 Iowa school bond elections. Still, the generalized attitude exists that school bond elections need high turnouts to overcome the expected "negative vote" thought to exist in any community. The literature survey does not indicate consensus on this point. Some researchers indicate that high turnouts (over 60 percent voting) in school bond elections are more likely to bring about defeat. Other researchers have found low turnouts (under 40 percent) are also likely to fail. Beal and others found no statistically significant difference in voter turnout percentages between successful and unsuccessful issue districts in the original (N=195) phase of the project. Data relating to voter turnout indicate that high percentage turnouts were more likely to

Table 37. Percentage eligible voters voting in bond election by vocational, non-vocational, fund requests

| Percentage eligible voters voting | Vocational<br>N=24 | <br>% of 24 | Non-vocational<br>N=171 | <br>% of 171 | Total<br>N=195 | <br>% of 195 |
|---|---|---|---|---|---|---|
| 1 - 20% | 1 | 4.1 | 10 | 5.8 | 11 | 5.6 |
| 21 - 40% | 7 | 29.2 | 37 | 21.6 | 44 | 22.6 |
| 41 - 60% | 4 | 16.7 | 59 | 34.6 | 63 | 32.3 |
| 61 - 80% | 9 | 37.5 | 50 | 29.2 | 59 | 30.3 |
| Over 80% | 3 | 12.5 | 15 | 8.8 | 18 | 9.2 |
| Total | 24 | 100.0 | 171 | 100.0 | 195 | 100.0 |

fail. (See Table 37.) Four of 5 unsuccessful districts had over 60 percent eligible voter turnouts.

Data presented in Tables 36 and 37 indicate that there was a slightly higher turnout in the vocational education bond elections. These differences were not statistically significant. Correlations between voter turnout and percentage favorable vote were not significant. The correlation between voter turnout and percentage affirmative vote for the 24 vocational education districts was r = +.04. It was r = -.04 for the remainder or non-vocational districts.

The generally low percentage of voter turnout did not indicate high voter interest in the bond issues. A third of the districts had less than 40 percent voter turnout even though 60 percent of the superintendents stated "pressure" had been put on the voters to turn out. Some of the low turnout districts were among those where the superintendents said pressure was attempted to induce higher voter turnouts. Even though voter turnout was low by national standards, it was somewhat higher in the districts seeking vocational funds than for all other purposes in the 195 district study. Sixty percent of the districts seeking vocational funds had 60 percent or larger voter turnouts. Only 40 percent of the 195 districts had turnouts this high.

Perceived reasons for bond election outcome

When all superintendents whose bond issue had been passed (154) responded to what they perceived as the primary reason the bond issue passed, the superintendents' replies were as shown in Table 38.

The superintendents' responses tended toward perceived general level causes for election success. The desire to keep the school in the community was not perceived as important in the vocational education districts and the stated reason "adequate support of education" was less important in the non-vocational districts.

Table 38. Selected reasons for passage of the bond issue, by successful vocation, successful non-vocation, and total successful issues*

| | Vocational N=17 | | Non-vocational N=137 | | Total N=154 | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| People understand need | 17 | 100.0 | 134 | 97.8 | 151 | 98.1 |
| Development of new education programs | 10 | 58.8 | 72 | 52.6 | 82 | 53.2 |
| Adequate support of education | 15 | 88.2 | 53 | 38.7 | 68 | 44.2 |
| Desire to keep school in community | 4 | 23.5 | 50 | 36.5 | 54 | 35.0 |

*The categories are not mutually exclusive, hence column percentages may add to greater than 100 percent.

When the superintendents of the 41 unsuccessful districts were asked why the bond issue failed, the following responses were received with equal occurrence: taxes, dissension, cost too high, and cost too low.

In general, the superintendents of unsuccessful election districts were not as certain about why their issue failed as the successful superintendents were about why their issue had passed. However, in both groups responses tended toward general level multiple causation responses. The responses in the original phase suggested some uncertainty about election outcome causative factors. To see if the superintendents had given more

Table 39. Selected reasons for failure of the bond issue, by unsuccessful vocational, unsuccessful non-vocational and total unsuccessful issues*

| | Vocational N=7 | | Non-vocational N=34 | | Total N=41 | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| Increased taxes | 5 | 71.4 | 26 | 76.5 | 31 | 75.7 |
| Various dissensions | 2 | 28.6 | 13 | 38.2 | 15 | 36.6 |
| Bond issue too large cost too high | 1 | 14.3 | 9 | 26.5 | 10 | 24.4 |
| Bond issue too small cost too low | 1 | 14.3 | 4 | 11.8 | 5 | 12.2 |

*The categories are not mutually exclusive, hence column percentages may add to greater than 100 percent.

thought to the outcome of their election, the vocational education superintendents (N=20) in the follow-up study were asked if they (the superintendents) would do anything differently in retrospect concerning the bond issue. Forty-five percent of the superintendents stated they would not, 10 percent stated they would attempt to involve more people, and 20 percent said they would request funds for different facilities. The remainder of the responses are shown in Table 40.

Table 40. How would you change procedure to hold this election over by pass, fail, and total

| How would you change procedure to do this election over | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No answer | 0 | 0.0 | 3 | 20.0 | 3 | 15.0 |
| Change nothing | 1 | 20.0 | 8 | 53.3 | 9 | 45.0 |
| Involve more people | 1 | 20.0 | 1 | 6.7 | 2 | 10.0 |
| Change facilities offered | 2 | 40.0 | 2 | 13.3 | 4 | 20.0 |
| Give less information | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Ask for more money | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Opposition to bond issue

In answer to questions concerning the presence or absence of organized opposition to the bond issue (total bond issue or only the vocational portion of the bond issue) 10 percent reported organized opposition was present in the community. (See Table 41.)

Only one district had an appointed or elected chairman of the opposition group. Half of the superintendents reported opposition to the bond issue, but no organized group opposition. The issues on which oppostion was noted are shown in Table 42.

Table 41. Superintendent's perception of whether there was organized opposition to the bond issue by pass, fail, and total

| Superintendent's perception of whether there was organized opposition to the bond issue | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No opposition | 3 | 60.0 | 15 | 100.0 | 18 | 90.0 |
| Opposition | 2 | 40.0 | 0 | 0.0 | 2 | 10.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 42. Areas of generalized opposition (not necessarily organized) by pass, fail, and total*

| Areas of opposition | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No opposition | 0 | 0.0 | 10 | 66.6 | 10 | 50.0 |
| Taxes and expenses | 3 | 60.0 | 3 | 20.0 | 6 | 30.0 |
| Taxes and location | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Taxes and facilities not needed | 2 | 40.0 | 0 | 0.0 | 2 | 10.0 |
| Taxes and chronic | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

*Generalized opposition was reported in districts where no organized opposition was noted.

All of the issues center on taxes and tax related subjects. Included in specific groups who were opposed were the "retired people" (especially in the smaller communities); "farmers' groups" (one superintendent gave the primary reason for the bond issue failing as "it was a bad year for the farmers"); and the parochial parents (applied more to elementary parents than secondary.)

Including both organized and general opposition, 10 percent of the districts had one group in opposition to the bond issue, one district had two groups in opposition, and one district had at least three groups in opposition. The remaining 80 percent reported no opposition at an organized level. However, most of the superintendents mentioned a group of "againers" and described them as "those people who would be against anything." In general, the "againers" were not perceived as having enough influence to be of concern.

This generalized opposition to the bond issue was not perceived to extend to the vocational education portion of the bond issue. What opposition was noted is shown in Table 43.

Table 43. Generalized opposition to vocational education portion of bond issue by pass, fail, and total

| Objections to vocational education portion of bond issue | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| None | 2 | 40.0 | 14 | 93.3 | 16 | 80.0 |
| Cost | 2 | 40.0 | 0 | 0.0 | 2 | 10.0 |
| Lack of need | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Uncertain future of vocational education | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

As to the length of time "opposition" was noted, 20 percent of the superintendents were aware of opposition activity a few weeks before the bond election and 10 percent stated the "opposition" was active even before the school bond campaign was officially announced. Another 10 percent stated the opposition became active immediately preceding the bond election. The remaining district superintendents perceived no opposition to the bond issue.

An examination of the data by the pass-fail dichotomy shows that there was no organized opposition reported in any of the successful districts. It cannot be demonstrated whether failure was brought about by the opposition or if election success softened the perception of community opposition to the bond election.

In 70 percent of the cases, the opposition's claims were ignored primarily because they were not perceived as important enough to warrant answering. In 30 percent of the cases they were answered. These answers were usually given at public meetings, by the school board members and school administration.

### Role of vocational education portion of the bond issue on total issue by passage - failure

The superintendents did not perceive any organized opposition to the vocational portion of the bond issue, shown in Table 44. When asked "how much" effect the vocational education portion of the bond issue had on the outcome of the total bond issue, the superintendents replied as shown in Table 45. Considerable (10%); Some (10%); Little (35%); and Very Little (45%). However, when influence was mentioned, it was in the districts where the issue had passed. It should be noted that it was the concensus of the superintendents that neither they nor the voters sharply differentiated the vocational education portion of the bond issue from the total bond issue in their thinking, but rather viewed the request in the bond election as one general issue. However, it was still possible to gather information concerning the vocational portion of the bond issue.

The superintendents were asked if they thought the vocational education portion of the issue resulted in opposition to the bond election, 55 percent stated there was no opposition or if opposition was present, it did not center on the vocational portion of the issue. The remaining 45 percent indicated opposition would have occurred without the vocational education portion of the issue.

Table 44. Superintendent's perception of whether organized opposition was to vocational education portion of bond issues by pass, fail, and total

| Superintendent's perception of whether opposition was to vocational education portion of bond issues | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |
| Yes | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 45. Superintendent's perception of how much the vocational education portion effected the passage or failure of the total bond issue by pass, fail, and total

| Superintendent's perception of how much the vocational education portion effected the passage or failure of the total bond issue | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| Very little | 4 | 80.0 | 5 | 33.4 | 9 | 45.0 |
| Little | 1 | 20.0 | 6 | 40.0 | 7 | 35.0 |
| Some | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Considerable | 0 | 0.0 | 2 | 13.3 | 2 | 10.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 46. Superintendent's perception of whether opposition would have opposed bond issues without vocational education portion by pass, fail, and total

| Superintendent's perception of whether opposition would have opposed bond issues without vocational education portion | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No and no opposition | 1 | 20.0 | 10 | 66.7 | 11 | 55.0 |
| Yes | 4 | 80.0 | 5 | 33.3 | 9 | 45.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

These replies varied according to whether the issue passed or failed. Four of the 5 superintendents of unsuccessful districts expressed the opinion that the bond issue would have had opposition without the vocational education portion. A third of the successful superintendents expressed the opinion that there would have been opposition if the vocational education portion of the issue had not been included. The remainder of the successful superintendents expressed the opinion that opposition would not have formed without the inclusion of the vocational education portion of the bond issue.

## Effects of Bond Issues on Vocational Education Programs

The effects of the successful bond issues on the curriculum offerings of the districts were generally favorable. Fifteen percent of the superintendents stated that it enabled the school to offer new courses, 30 percent stated it strengthened the courses they were offering at the time of the bond issue, and 50 percent stated it did both.

Evidence of the trend toward increased concern for the non-college student was found in the vocational education offerings before the bond issue and in offerings at the time of this study. Fifteen percent of the schools had reduced vocational education programs since the bond election had been held. (See Table 47.) In no case had vocational facilities been increased where the issue had failed, but one successful issue district had decreased the vocational program since the election.

Table 47. Vocational education facilities in August 1966 by pass, fail and total

| Vocational education facilities in August 1966 | Fail |  | Pass |  | Total |  |
|---|---|---|---|---|---|---|
|  | No. | % | No. | % | No. | % |
| Less than at time of election | 2 | 40.0 | 1 | 6.7 | 3 | 15.0 |
| Same as at time of election | 3 | 60.0 | 8 | 53.3 | 11 | 55.0 |
| More than at time of election | 0 | 0.0 | 6 | 40.0 | 6 | 30.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Table 48. Superintendent's perception of whether buildings were sought in the bond issues to take advantage of federal funds made available for vocational education by pass, fail, and total

| Superintendent's perception of whether buildings were sought in the bond issues to take advantage of federal funds made available for vocational education | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| No | 5 | 100.0 | 11 | 73.3 | 16 | 80.0 |
| Yes | 0 | 0.0 | 4 | 26.7 | 4 | 20.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

None of the unsuccessful districts held their original bond elections to take advantage of federal funds. Twenty-seven percent of the successful districts took advantage of federal funds in their bond issues.

# Chapter 5

# THE AREA VOCATIONAL SCHOOLS

As a result of the recent passage of the 1963 Vocational Act and even more recent action by the state of Iowa to establish area vocational schools, this study was able to investigate the 20 superintendents' knowledge and attitudes toward these actions. Ninety-five percent of the superintendents stated the area schools would be established in their districts within 1 - 3 years. Several of these schools were opened in the fall of 1966.

Ninety percent of the superintendents faced the concept of the area vocational schools and there was a generalized attitude that these schools would relieve the secondary schools of much of their responsibility for job-training.

Table 49. Superintendent's attitude toward the area vocational school concept of vocational education by pass, fail, and total

| Superintendent's attitude toward the area vocational school concept of vocational education | Fail No. | Fail % | Pass No. | Pass % | Total No. | Total % |
|---|---|---|---|---|---|---|
| Does not favor it | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Favors it | 4 | 80.0 | 14 | 93.3 | 18 | 90.0 |
| Doesn't know | 1 | 20.0 | 0 | 0.0 | 1 | 5.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

One of the superintendents was uncertain how he felt about area schools and one did not favor them. This general acceptance was accompanied by expressions of doubt concerning such things as promoting an increase in the dropout rate (dropping out of high school to attend area schools), the students not being able to afford to attend the area schools, and students having to travel too far to go to these schools.

Relating to the role of the high school in vocational education, the largest percentage of the superintendents (40%) viewed their role as offering exploratory vocational education courses to acquaint students with various possible occupations, and to start the student's vocational training. Twenty-five percent viewed the role of the high school as preparing the student for fuller training after high school; 15 percent as preparing the student for more vocational education training; and 10 percent as training to broaden the student's total education. Only 10 percent viewed the role of the high school as offering terminal training or fully preparing the students for a vocation.

When asked what effect the area schools would have on the vocational education programs in their high schools, one superintendent stated it would have none; one was uncertain as to the effect; 35 percent thought it would have little effect; 15 percent expressed the attitude it would cut down on what the high school should offer; and 40 percent stated it would promote a movement of the high school to serve as a preparatory function for the area vocational schools. (See Table 50.)

Table 50. Superintendent's perception of the effect an area vocational school will have on his school district by pass, fail, and total

| Superintendent's perception of the effect area vocational schools will have on his school district | Fail | | Pass | | Total | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| Undecided | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| No effect | 0 | 0.0 | 1 | 6.7 | 1 | 5.0 |
| Little effect | 3 | 60.0 | 4 | 26.6 | 7 | 35.0 |
| Limit what high school offers | 0 | 0.0 | 3 | 20.0 | 3 | 15.0 |
| High school will be preparation for vocational school | 2 | 40.0 | 6 | 40.0 | 8 | 40.0 |
| Total | 5 | 100.0 | 15 | 100.0 | 20 | 100.0 |

Eighty percent of the superintendents also stated they would consider the programs of the area schools when assessing their secondary school needs, while the remaining 20 percent stated they would not.

In evaluating the area schools' impact on the people of the community, 70 percent of the superintendents felt the area schools would increase public recognition of the need for vocational education. The remaining 30 percent did not feel the area schools would make any impact on the residents of their district.

Seventy percent of the superintendents did not think the area schools should be voted on by the voters for the following reasons: the voters are not informed enough about the need; educators and the State Department of Education know more about what is needed; and voters would reject the schools. However, the remaining 30 percent of the superintendents felt the area schools should be voted on, the reasons being the voters pay the taxes, and the voters are concerned about vocational education.

# Chapter 6

# SUMMARY

This report presented data from a field study on the influence the vocational portion of the bond election played in the outcome of school bond issues. None of the elections was held for vocational purposes alone. A correlation matrix using a vocational education "purposes" as a control variable did not produce significant differences between the elections including vocational purposes and those for other purposes. That is, when elections including vocational purposes were compared with all other districts on demographic, economic, election history and communication characteristics, no significant differences were found. However, the original survey (195 districts) was not designed to elicit detailed data associated with the vocational portion of bond elections. Most emphasis was placed on the reinterview results from the 24 districts seeking vocational education funds.

The results from the personal interviews centering on the vocational education portion of the bond campaign were not subjected, because of the small number of cases (20 to 24 possible), to statistical analysis. There was a lapse of at least 2 years between the bond election and the time of this study. Therefore, the impact of the changes created by the outcome of the bond election plus the initial impact of the 1963 Vocational Education Act could be viewed, making possible a deeper analysis of the influence of the Act.

Funds were sought for increasing present course offerings, the development of new courses, new shop facilities, and in one case, for a new bus barn. The vocational portion of the bond issue ranged from a low of about 5 percent to a high of more than 70 percent of the total bond election. Fifteen of the issues passed and 5 of these elections failed to obtain the necessary 60 percent affirmative vote needed, approximately the same percent as for all bond issues.(N=195).

In general, the districts had maintained their size since the earlier survey 1963 - 1964. The reported information displayed trends similar to those for all other bond elections presented by districts in the state.

The superintendents reported that about 45 percent of their students sought some kind of additional training; i.e., 4 year, junior, trade school, etc. Most superintendents were aware of the high rate of out-migration of their students. Forty percent of the superintendents estimated there were less than one-fifth of the high school graduates remaining in the community 10 years after graduation. In all cases out-migration was reported to take place immediately after high school, when the young people either sought employment or further education outside the community.

None of the 20 superintendents felt that their drop-out rate was "above" average, and 70 percent of the superintendents reported that it was so low that the community was not concerned about it. Half of the superintendents said that additional vocational facilities would not affect the drop-out rate, saying "They would have dropped out anyway." Some evidence of concern was noted for adjusting curriculum to fit the non-college bound. One superintendent perceived that community awareness of the need for a broadened curriculum was the reason for bond issue success in his district. In general, however, the superintendents did not perceive a community concern or awareness of the need for increased programs for the non-college bound. The superintendents expressed the view that increased vocational facilities would not detract from present course offerings, but would supplement the college preparatory curriculum by reaching a different segment of the student body.

The vocational education programs of the districts were perceived as being differentially viewed by the superintendents and the electorate of their districts. Sixty percent of the voters were perceived as thinking that vocational education accelerated out-migration. The superintendents, on the other hand, did not feel that the programs had this much influence because only 25 percent of the superintendents replied that vocational education did accelerate out-migration, 35 percent that it did not make any difference, and the remainder, (40%) that it did not cause migration.

The purpose of vocational education was not perceived as being attuned to the local labor market conditions. Both the voters and the superintendents were perceived as viewing this training as preparation to compete in the larger labor market, generally away from the community in which they had been educated.

The influence of the vocational education portion of the bond issue was apparently not too great. One of the most significant findings of this study was that the superintendents evidently do not separate the vocational portion of their curriculum from the total program. When asked to discuss the vocational portion of the issue, they responded with what was requested in terms of facilities and money, but they were generally not able to discern what (if any) influence the vocational portion of the issue had on the election outcome. Only two superintendents said that the vocational portion had "considerable" influence, 10 percent said "some," 35 percent said "little" influence, and 45 percent said "very little" influence on election outcome.

The general consensus of the superintendents was that neither they nor the voters separated the vocational education portion of the bond issue from the total issue in their thinking. The superintendents thought that the deletion of the vocational portion would not have changed the outcome very much.

All superintendents in districts in which the bond issues were passed stated that the vocational education portion of the bond issue had produced favorable results. A third of all district superintendents said they had increased vocational offerings and 50 percent said they had strengthened their offerings since the successful vote. Fifteen percent said they reduced their vocational courses (all were in districts where the issue failed). Some facilities had been added in two of the districts that failed to pass their bond issues.

Attitudes toward area vocational schools were generally favorable; 90 percent of the superintendents favored this new program. However, there was a lack of knowledge about the role to be played by these new area vocational schools. The generally favorable attitude toward the area school concept was not backed by similar expectations of how these schools would affect the vocational educational programs presently offered in their schools. Some superintendents felt these new area schools would relieve the high schools of their vocational education responsibilities but there also were expressions of concern about promoting an increase in the high school dropout rates to attend these schools, students not being able to afford to attend the area schools and students having to travel too far to attend these schools. Some superintendents did not understand that these schools were intended to be principally post-high school programs. This lack of knowledge was manifested in the responses to what effect the area school would have on the vocational education program of their school. Ten percent said the area school would have no effect on their program, 35 percent thought it would have "little" effect, 15 percent said it would cut down on high school vocational offerings, and the remaining 40 percent stated it would influence the high school to provide a preparatory function for the area vocational school. Eighty percent of the superintendents stated that they would consider the area schools when assessing the vocational needs of their schools and the remaining 20 percent said it would make no difference in their future plans. In general, the superintendents felt the area vocational schools would increase the saliency of vocational education to the general public.

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An original survey of school bond elections held in Iowa (N = 195) during a five year period (1961-1964) disclosed that 24 districts sought funds for vocational education purposes. None of these elections were seeking vocational education funds alone. All were in combination with some other specific request. The vocational education portion of the issue ranged from about 10 to 70 percent of the total fund request. Twenty of these 24 superintendents were located and they responded to an intensive interview centering on what effect the vocational portion of the issue had on the outcome of the election. In addition, attitudes and knowledge about the area vocational schools were sampled.

This report principally centers on data obtained from the 20 superintendents interviewed in the summer of 1966. However, some comparisons are made between those districts requesting vocational education funds and those requesting funds for non-vocational purposes. Where these data are presented, the comparison has been made on data collected in the original survey (N = 195) and are analyzed on the basis of 24 vocational education fund requests versus 171 districts requesting funds for all non-vocational purposes. In general, the results are descriptive and cannot be considered to be hypothesis testing or centering on a statistical analysis.

The vocational education issue elections were quite similar to all other fund requests on most variables examined in this study. However, none of these requests were for vocational education funds alone. Very little data were available on school bond elections in which vocational funds were sought. Although the total number of cases is small (20) they do represent a universe of sorts of all districts engaging in this kind of election during a 5 year period in Iowa. The reduction in number from 24 to 20 was brought about by deaths, retirement and moves out of the state.

16. RETRIEVAL TERMS *(Continue on reverse)*

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